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ABSTRACT

These four issues of "ACCT Trustee Quarterly" contain articles on topics of current concern to community college trustees. The first issue contains articles on strategic long-range planning, successful chairman of the board techniques, linkages between community colleges and business and industry, board/president relations, performance appraisals of presidents, special interest board members, and board retreats. Articles in the second issue focus on actual and desired roles of trustees of the North Carolina community college system, collaboration with government and private agencies and special interest groups, board-president relations, budget issues and the reauthorization of the Higher Education Act, board retreats, merit pay and faculty evaluation, minority trustee perspectives, and the new "critical thinking" movement. The third issue covers international education; cooperation among secondary, two-year, and four-year institutions; a case study of Prairie State College's use of Association of Community College Trustees' (ACCT's) Interim President Service and Chief Executive Search Service; educational quality; the role of community and technical colleges in the future of the southern United States; role perceptions of Pennsylvania community college trustees; and the history of worker education. Finally, the fourth issue presents articles on coping with change, public-private cooperation in providing student housing, curriculum offerings, employment rights and working conditions, the increased influence of women on community college boards, and trustee-president relations. (LAL)

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Volume 10 Numbers 1-4 1985-86

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

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TRUSTEE QUARTERLY

Volume 10 **Number 1** **Winter 1985-86**

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Trustees' Role in Strategic Long-Range Planning

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Are you a college trustee whose knowledge of Strategic Long Range Planning (SLRP) can be described as minimal? Be assured, you're not alone! What should concern you is knowing your college may be operating without a formal plan (a blueprint for action) and, therefore, not in control of its destiny. As a trustee, your failure to insist on developing a long-range plan is contributing to your college's vulnerability to the effects of change.

Let's test your knowledge of SLRP. Please respond to each of the following statements as True or False:

1. Trustees should remain outside the planning process as they will be ultimately responsible for approving the plan. _____

2. An effective long range plan generally spans ten years. _____

3. My college has an effective data planning process based on formal internal and external assessment. _____

4. I am aware of the central principles of my college's philosophy and mission statements. _____

5. Institutional goal statements form the basis for institutional assessment on an annual basis at my institution. _____

6. The annual institutional objectives at my college are rooted in external and internal factors that have received broad based analysis. _____

7. I and the college's staff understand what are the major objectives for this year and these objectives were established as part of an overall long-range planning process rather than a reaction to immediate needs or crises. _____

8. Planning at my institution provides long-range preparation of the budget. _____

(The answers to these questions are false for the first two and hopefully true for the rest. If not, read on!)

If you had difficulty responding to any of these statements, you are not prepared to exercise one of your primary responsibilities as a trustee: Strategic Long-Range Planning.

When trustees are asked to list what they perceive to be their primary duties, the most common responses are: hire/evaluate the chief executive officer (CEO); approve the college's budget and provide for an annual audit; approve college policy; and assist the CEO with community relations and marketing initiatives. It is rare for a trustee to include SLRP among the list of duties. That is unconscionable since SLRP is as critical to the further development of the college as any of the other recognized duties.

Impetus to Plan

The political, social and economic climate of the 1980's has mandated the design and implementation of strategic planning processes by colleges for survival and for maximizing control of their destinies. The

legal and moral obligations of trustees to understand and respond to changing community needs has necessitated a comprehensive, formalized approach to planning. Effective planning will enable systematized and improved institutional management, decision making, and delivery of service. Simply stated, the essence of planning is DECIDING IN ADVANCE what an organization is going to do and how it is going to do it.

Using good data, college staff can create and analyze alternatives and then implement /evaluate actions to meet or determine future considerations. In this way one may assume a proactive position and not the customary reactive condition. Sound planning offsets uncertainty caused by change and requires the courage to innovate. Public demand for accountability, rapid technological change, efficient use of limited and declining resources all dictate the need to plan.

Unfortunately, the decision to plan is too often determined by organizations external to the college "family." For example: the federal government (through grant requirements or compliance with statutes, rules or regulations), national/regional accrediting associations, and, more recently, state level postsecondary education agencies (generally as part of a state-wide master plan development). Planning should be voluntary and perceived as an essential ingredient to the successful operation of any college. Trustees must play a leadership role in the planning process. Awareness of the components and methods of planning will enhance participation.

Planning Cycle

A Strategic Long-Range Plan generally contains four major stages:

I. Diagnosis
II. Development
III. Implementation
IV. Evaluation

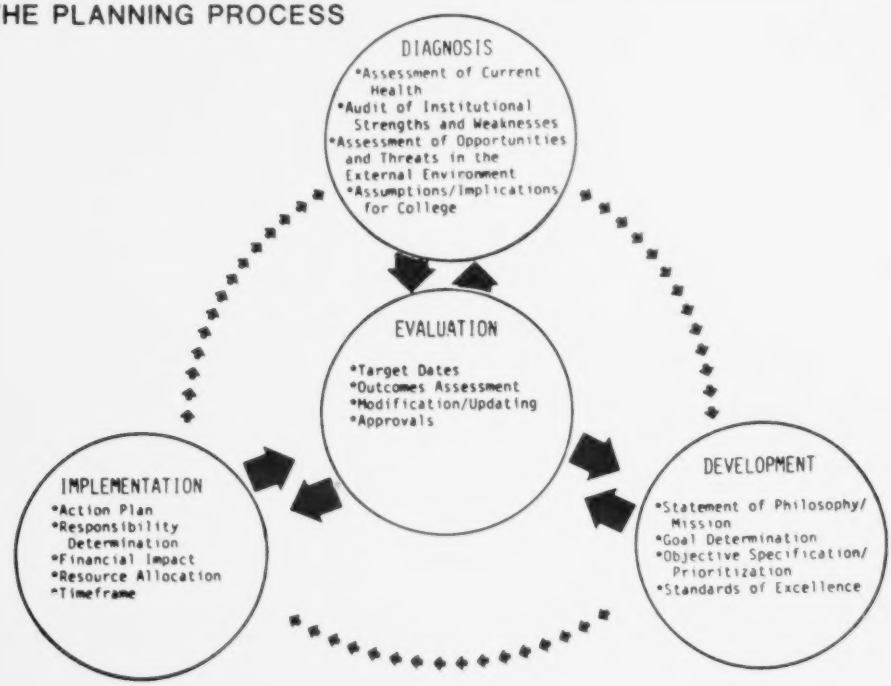
These stages are linked in an orderly, interdependent and logical sequence which provides for effective planning. The effort involved and insights gained in each part result in a direct and necessary progression to the next step. To eliminate or reduce the commitment to any one part reduces the benefits of Strategic Long Range Planning.

Stage I: Diagnosis—provides the information and analysis necessary for understanding the institution, its environment, and the consequences of present conditions and relationships for the future. This stage includes several key components which assess institutional health, explore external influences and establish the agreed upon premises that ensure effective development. These steps are: a) Internal Audit, b) External Assessment, and c) Assumptions and Implications.

The Internal Audit checks the institution's vital life signs. At the Williamsport Area Community College eight area committees were structured to correspond with the Middle States Association structure. These were: Programs, Instruction, Instructional Resources, Human Resources, Students and Student Life, Organization and Governance, Physical Plant, and Financial Planning. These topics, if only based upon the involvement of internal participants and an inward focus, would reflect elements of a traditional "self study." The narrow focus of such traditional studies is insufficient for guiding leaders in today's rapidly changing world.

Data is the lifeblood essential for the Internal Audit. The effective collection and analysis of information facilitates the measurement of institutional outcomes. Leaders must assess data availability and needs, as well as identify missing data. Those involved must be selective in identifying the essential and possible. Those involved in the diagnostic phase often attempt to collect anything that

THE PLANNING PROCESS



might be useful rather than that data which is essential. Establishing priorities for data collection and analysis is a productive and time-saving undertaking.

Self studies ignore *External Assessment* which is essential for a realistic match of institution and community. Analysis of the external environment informs decisions and allows for anticipation of future shifts in the forces that often shape or buffet an institution's direction.

More than ever, decision making in higher education faces an increasingly unpredictable and complex array of factors that seek to redirect the plans of educational institutions. Radical changes in the amounts and sources of funding for higher education, as well as other shifts in society ranging from changing demographics to societal value shifts, are but a few of the many external factors that form the environment in which education is delivered. To be viable, dynamic, and in control, the community college of today needs a systematic approach to comprehending itself and its external environment in order to prepare for an active role as a community leader.

Basic categories that might be targeted for collecting and assessing data pertinent to comprehending the external environment might include:

- demographic characteristics
- economic trends
- social indicators
- technical advances
- competition from other vendors of education

A planning group should use this listing as a catalyst for promoting a discussion of data needs.

Planners should not be intimidated by the

demands of external assessment. Much "off-the-shelf" information exists from sophisticated national, state, and local organizations. A college can make effective use of local market analysis, environment scanning, and trend analysis. Although external assessment is a challenge, it is an excellent opportunity to obtain reliable data while establishing links with valuable community resources. Cooperation with various agencies, including the sharing of information and expertise, is an important outcome of the planning process.

The utilization of in-house data resources is clearly the most convenient, accessible, and cost-effective collection technique available to the steering and area committees. Creating in-house or externally custom-designed survey instruments is cost and time ineffective. For external assessment many offices and agencies routinely acquire, analyze, and disseminate data. Easily accessible information may be obtained from the Census Bureau, Labor and Commerce Departments, local human service agencies, and many other organizations.

Using the knowledge of the past and the awareness of the present that the external assessment and the internal audit will provide, a college can create the ability to project itself into the future. From this vantage point, college leaders can determine *in advance* the specific goals and objectives that must be adopted to take advantage of these options. A college can thus recognize and prepare for the future. By this anticipation of change, not only will objectives be achieved, but threats can become opportunities.

As a final and critical step in the Diagnostic Stage, the creation of *Assumptions* and *Implications* establish the basis for the transition from assessment to planning. Assumptions are a statement about what is likely to occur and to have impact upon the institution—a prediction. Implications demonstrate the college's awareness of the impact of future change. Together, assumptions set the stage for formulating goals, objectives, plans for action, and priorities. Obviously agreement among all the key players in formulating and carrying out the plan is essential. Providing time for debate, discussion and reflection upon assumptions and implications is well worth the effort! Consider the advantage of having shared agreement on future directions for enrollment, technology change, funding patterns, and other areas that often cause problems if decision makers are operating from different expectations.

Stage II: Development—reflects upon and creates the most important elements in the institution's plan: Philosophy and Mission, Goals, and Objectives. The first three are important places for trustee involvement. As the conceptual foundation for the college, these elements should rarely change. However, review and renewed awareness are necessary in maintaining stability of purpose and direction.

Philosophy is an expression of an institution's guiding principles and beliefs providing the basis for the institution's role or mission. Representative statements might include, but not be limited to:

a. We believe learning does, and education should, continue throughout life.

b. We believe in the worth and importance of people.

c. We believe in extending educational opportunity regardless of sex, age, race, creed, social/economic status, or educational background.

d. We believe students must critically analyze their own opinions while being fully aware and tolerant of the opinions of others.

The *Mission* statement describes in broad terms the identity of the institution, its fundamental purposes and responsibilities

to constituencies. Mission is the foundation for goals and objectives and, therefore, is general in nature. The Williamsport Area Community College's heritage and commitment to "hands on" vocational and technical education was an essential part of the College's Mission statement.

Goals define the highly desirable conditions sought by the institution. As broad, conceptual statements, goals lack time reference or specific evaluative criteria. The central role of goals requires widespread involvement. Trustees should be active participants with formal adoption of the goals by trustees essential. Periodic review with occasional revision or refinement is desirable. Goals should be general and durable but not rigid.

Goals:

a. describe ultimate ends and achievements

b. are broad statements of need

c. provide the general focus for institutional action

d. serve as transition from philosophy and mission to institutional objectives.

Institutional Objectives are the heart of planning. Objectives establish specific targets for accomplishment and criteria for measurement. Essential and measurable elements of objectives are:

a. *Target Groups*—the persons or groups at which the objective is aimed.

b. *Expected Outcome*—a statement of what is to be accomplished with regard to the target group.

c. *Evaluative Criteria*—a statement which can be used to measure progress toward achieving an objective.

d. *Time Frame*—the period of time established for achieving the objective.

Good objectives should be realistic and attainable, yet establish a significant challenge rather than maintain the status quo. Only one issue or responsibility should be covered. Accountability for achievement should be established with supporting roles also clear. Objectives should be readily understood while specifying "what" and "when," but avoiding "why" and "how." Finally, the objectives must carry a priority rating in relation to other objectives, thus permitting quick and agreed upon adjustments in times of growth or curtailment. Upon completing objectives, the process continues with the Implementation phase.

Stage III: Implementation—focuses on the creation of Action Plans which link objectives with strategies and resources (human, physical and financial). The implementation phase distributes action over a time frame of immediate (years one and two) and forecasting (years three-five) action. Five years is the maximum length for realistic forecasting. The rapidly changing internal and external environments necessitate annual review and realistic limits to the planning horizon.

Resource identification and budget linkage are primary parts of the action plan. The details of responsibility (primary and secondary), specific strategies and sequencing of steps are also provided. The central role of the action plans for annual and future operations necessitates thorough and broad based discussion. Those responsible for operations have the primary role in developing this phase; however, they benefit from the suggestions and review offered by others, especially regarding strategies for implementation. The notification of responsibilities clears the lines of communication and enhances the overall coordination and timing of effort. An example of an Action Plan from Williamsport's *Long-Range Plan* follows.

At least one objective and set of actions plans must guarantee the continuation of the planning process through the commit-

ment to *Evaluation* which brings the first cycle of the process to closure and ensures a continuation of the entire process by preparing for additional, albeit a more selected, Diagnostic stage.

Stage IV: Evaluation—initiates the critical step of assessing progress, monitoring feasibility and appropriateness, and providing for diagnosis. As such, this usually overlooked stage is the vital link that demonstrates commitment to a continuous planning process.

The evaluative step must be an annual undertaking rather than occasional as in the self-study mode. Internal commitment, within the objectives and action plans, must exist. Data collection, analysis, and review must continue. Each objective already provides the criteria for such assessment. Only through an honest effort to evaluate the progress of the plan can the goals and objectives of a college be achieved. Upon this evaluative base, annual updates of the plan spring. Strategic Long-Range Planning thus becomes a vibrant and growing process that infuses an institution—its staff and students, as well as the community—with a vitality that permits proactive postures in the highly charged environment.

The four stages provide several products that an institution presumably has created at various times. The appropriateness and clarity of these elements are important considerations. How conscious the college community is of them and the extent to which they provide direction are critical. The central role of these parts necessitates immediate review.

The components of the planning process must be linked in order to be meaningful. The parts build upon each other to create a strong and unified whole. The parts progress from the most general (philosophy and mission) to the most specific (action plans). The hierarchical arrangement can be likened to a biological "kingdom."

Planning Kingdom

The Williamsport Area Community College is currently constructing an Advanced Technology Center which will house a variety of new and updated programs that build upon and integrate the College's expertise in computers, electronics, and machining processes. The facility and its programming are directly linked to the College's Strategic Long-Range Plan as demonstrated by the following excerpts.

Philosophy

We believe learning is a lifelong process...We believe the College is an integral part of the community it serves and must respond to identified needs and interests.

Mission

The College seeks to implement its philosophy by providing...quality postsecondary occupational and transfer programs and services.

Internal Audit

Existing College programs, although strong in manufacturing related skills, do not adequately prepare students for entry into such advanced technology fields as automated manufacturing, fiber optics, and laser technology.

External Assessment

Major industries in the College's service area report expanded productivity will result primarily through the incorporation of automated manufacturing.

Assumption

The skilled human resource needs of business and industry will change over the next five years as a result of significant technological advances.

Implication

The Williamsport Area Community College will need to update existing vocational/technical program offerings and investigate new

directions as existing business/industry is undergoing dramatic change.

Institutional Goal

To offer programming which meets the vocational/technical needs of students, service area residents, and employees in traditional occupations and emerging career fields.

Institutional Objective

To develop, implement, evaluate and revise as needed, on-going procedures for new program Development which foster creative, innovative thinking at the design stage and administrative efficiency and effectiveness at the Approval and implementation stages.

Organizational Unit Objective

To develop and implement by July 1, 1987, degree programs in automated manufacturing, laser technology, and fiber optics.

Action Plan (partial)

Strategies: Assess community manpower needs, etc.

Responsibilities:

Dean of Academic Affairs, Primary
Dean of Development, Secondary

Financial Impact:

$850,000 for necessary additional equipment
$35,000 for faculty training
$1.8 million for specialized laboratories

Evaluation

Criteria: Degree programs in automated manufacturing, fiber optics, and laser technology offered to 60 FTE by Fall, 1987.
90% graduate placement beginning June 1989.

The involvement of many participants and reliance upon extensive resources formed the basis for the commitment to advanced technology.

Participants and Resources

Planning all too often relies exclusively on the institution's own staff. Although internal expertise is often considerable, a myopic condition will result without the involvement of external resources. The private and public sector can provide a wide range of information that often exceeds the institution's own capabilities. The external environment must be known and integrated into the planning process. Local, state, and national sources (such as Census Bureau, state departments of education, and local county planning offices) provide valuable information. Participation by the community (through such groups as chambers of commerce and labor unions) enhances commitment to and involvement in the college's destiny. A joint venture informs and develops both community and college. A bond is created that enhances both community and institution while ensuring cooperation and success.

Planning models vary as to the level of internal participation. For the planning process to result in a viable document, all major constituent groups connected with an institution should be involved in the preparation of the Long-Range Plan. This includes faculty, administration, staff, trustees and students. Members of the community served by the institution must also be given the opportunity to be active participants through a variety of mechanisms. In the final analysis, the primary responsibility for the adoption of the plan rests with the president in partnership with the board of trustees.

The Williamsport Area Community College committed itself to a broad-based approach with involvement of all constituent groups. The College's goal setting activity included elected public officials, representatives of minority, business, and industrial groups, etc. Such an approach created an institutional perspective, promoted commitment, and reduced the need to explain the rationale for decisions. Priorities assigned to objectives were established from a collegial perspective

that included faculty and administrative staff who served on the Steering Committee or as Area Committee Chairpersons. Central to the effort was the leadership role and support of the Trustees and President.

Complex undertakings such as strategic planning require that leaders demonstrate dedication to the institution and commitment to the planning process. Persons chosen as leaders to direct aspects of institutional planning should enjoy the confidence of their colleagues. They should also possess the ability to clearly interpret and articulate the planning process.

Most of all, leaders in the planning effort should be highly disposed toward the overall development and advancement of the institution. Their primary purpose should be the improvement, in coverage and in quality, of programs and services which the college provides to its community.

Role of Trustees

Primary responsibility for the development of a strategic long-range plan rests with the CEO in partnership with the board of trustees. Since legal authority for operation of the college is vested in the board, it is crucial that board members understand and participate in the planning process. Trustees should not, however, overextend their role, thereby dominating the process and controlling the outcomes. Planning is just as much process as product development. A smart board knows when its role should be one of approval versus participation. Specific board responsibilities in relation to the planning process are:

1. Organizing itself to promote and oversee planning activities.
   a. Issue formal statement encouraging/supporting development of strategic long-range planning.
   b. Make available necessary resources.
   c. Approve "Planning to Plan" document outlining planning process and expected outcomes.
   d. Appoint several of its members to the Steering Committee.
   e. Approve philosophy, mission and institutional goal statements.
   f. Ensure plan is integrated with annual budget preparation.
   g. Ensure plan is integrated with annual plan of operation.

2. Addressing policy issues rising from the planning process.

3. Formally adopting completed SLRP.

Planning will be successful only if it involves those who are being planned for and those who are responsible for execution of the plan. People, resources and reliable data ultimately determine the quality of the planning process and the value of the information obtained.

Outcomes of Planning

If SLRP is to be a value to a college, the plan must be comprehensive and flexible. Because change is inevitable in a dynamic society, planning must be cyclical, continuous and an integrated process. To defer long-range planning is to minimize control over one's destiny. Making desirable events happen in an uncertain future is the single greatest benefit of a carefully executed planning process! Through the development of a long-range plan, trustees can help ensure the future development of their college will be based on self-generated premises, value judgments, and philosophies and not those of external forces. Among the most important outcomes of successful planning are:

1. Adoption of a longer range perspective with focus on the future.

2. Prioritization of institutional goals and objectives.

3. Development of managerial capability resulting in improved decision making.

4. Improved participation of trustees, staff and faculty in establishing the institution's purpose and direction.

5. Improved communication and the development of a sense of institutional commitment and ownership among employees.

6. Improved use of resources allowing for a more efficient response to community needs.

7. Reduced operation by crisis management by providing decision makers with strategies for anticipating rather than reacting to probable future events and changes.

8. Recognition of the need to collect valid and reliable data as a means for measurement and evaluation.

9. Reaffirmation of the interrelationship that should exist between planning and budgeting.

Summary

Planning for the future is the largest challenge facing higher education today. Informal, intermittent planning will not result in viable colleges of the future. Education is big business and competition for customers (i.e., students) is at an all-time high. Just to maintain the scope and quality of current education delivery, college trustees must give new priority to SLRP.

Trustees must publicly recognize and internalize the need for SLRP. These same trustees must encourage their CEO to accept the challenges and risks associated with SLRP. They must be supportive of their CEO by becoming actively involved, and by providing the resources essential to realize worthwhile outcomes. Planning means work, cost and, occasionally, discomfort. Weaknesses in the organization and threats to the college will be exposed. More important, however, institutional strengths will enable the college to seize opportunities certain to occur. Trustees can help guide their college through "uncharted waters" by using SLRP as their sextant. Preserving and advancing educational excellence demands trustee planning and leadership.

Successful Chairman of the Board Techniques

Glenn B. Fatzinger, Immediate Past Board Chairman
Northern Virginia Community College
Annandale, Virginia

Introduction

I would like to focus on sharing our successful experiences at Northern Virginia Community College (NVCC) in techniques for chairing the board and in handling internal board politics. You may not agree with these concepts, but they will stimulate your thinking for possible changes at your college.

The successful experiences at NVCC have included basic concepts for electing the board chairman, organizing the board for action, developing new leadership on the board, the board meeting agenda, handling controversial issues at meetings, the chairman's relationships with recalcitrant or obnoxious board members and the support of professional development for board members. Chairman refers to both men and women as we have had outstanding leaders of both sexes at the College.

I have served on the NVCC Board for seven years, including five as chairman, and in that time the College grew to become the second largest community college in the nation with over 17,000 full-time equivalent students, or a headcount exceeding 35,000 students. Our College has five campuses, ranging in size from 2,500 students on one campus to 14,000 students on the largest campus. We are larger than any university in the State of Virginia and operate as a comprehensive community college. NVCC's average student age is over 28 and 78% of the students are part time, often re-tooling existing skills or adding onto an already earned bachelor's degree in a general field. We offer 77 majors with 88% of the programs being in occupational-technical areas.

NVCC is part of a 23-college highly centralized state-wide community college system, governed by a 15 member state board appointed by the governor. Since the state board meets quarterly and is not close to the local colleges, the state board depends heavily on the recommendations of the local board for key actions to be taken by the state board.

The NVCC Board is comprised of nine local supporting jurisdictions, each with one representative, except for Fairfax County which has three representatives because over 40% of the College's enrollment is from this largest jurisdiction. The NVCC Board serves nearly two million persons in an urban/suburban northern Virginia setting. The Board members must by law each come from a different occupational area to assure diverse links to the business community. Since 1978, we have replaced two or three board members because of excessive absences and lack of interest. The College Board has lacked good control over the board member selection process even though we have fully informed local jurisdictions about criteria for board membership.

Both the NVCC Board and the College are now operating in a very stable manner. A major reason for that stability can be attributed to Richard J. Ernst, College President for the past 18 years, who has been very effective and efficient. The College is now past its peak initial growth period and is fine tuning its relationships with a dynamically growing business community and

also continuing its diverse services to a gradually growing population. Recent enrollment declines, although slight, are a concern to the Board, especially in relationship to growth in the population and business areas.

Election of the Board Chairman

The board chairman is the key to good leadership and he or she sets the tone for the operation of the board. As a result, it is important to establish good written policies and procedures for the election of a good chairman as well as other board officers. These policies institutionalize operational procedures and minimize conflicts. Such policies should indicate specifically the board officers, responsibilities, when elections are held, term of office, and procedure for removal from office. At NVCC, the Board elects the chairman and vice chairman and then the board chairman appoints each of the three committee chairmen. The College President serves as the Secretary of the Board, similar to traditional academic college and university structures.

The process of electing a board chairman at NVCC begins in mid-summer before the annual September Meeting of the Board. An informal summer luncheon is held to discuss the selection of officers for the coming year. This luncheon facilitates an informal exchange of information and achieves a consensus on the best leadership available, thus eliminating politicking and hassles at the September Board Meeting where officers are actually elected. Most NVCC Board Members have not used the Board as a stepping stone for higher office, thus the members discuss potential officers in an open and civic-minded spirit. Also, the Board has not been dominated by lawyers in its 20 year history so that we have not been bogged down unnecessarily over parliamentary procedural discussions. NVCC has tended to pick for its chairmen and vice chairmen persons with a combination of experience, interest, and knowledge about the College as well as seniority on the board. Also, prior service as a successful committee chairman of the Board is considered good training for the chairman's position.

Upon returning from the 1984 ACCT Annual Convention in San Antonio, Texas, I led the NVCC Board in amending our *NVCC Board Policy Manual* to limit the terms of all elected and appointed Board officers (except secretary) to two consecutive years in any one office. The purpose of this recently adopted amendment was to force rotation of new leadership into key positions on the board.

My 1984 discussions in San Antonio with other ACCT members indicated that there were a number of colleges who had board officers, especially chairmen, who were serving in excess of eight years, thus creating leadership stagnation, and self-institutionalization problems and discouraging other board members from ever hoping to lead the board without engaging in a direct confrontation with the long-time chairman. To make that transition at NVCC (since I had served five years as chairman), I gained support of the vice chairman who subsequently became chairman on the policy change and then led board action to adopt the rotation policy change, thus eliminating the politics of confrontation on term of office.

Organizing the Board for Action

It is important that board operations be described in writing and be contained in a *Board Policy Manual*. At NVCC, we established and maintain three standing committees to respond to three basic recurring topics: budget committee, building and sites committee, and curriculum and community relations committee. Each Board Member is assigned to a committee for the academic year. The budget committee, for example, acts on all money matters, such as establishing line items of the budget and increasing or decreasing the budget, and shifting line item expenditures. The building and sites

committee covers such matters as building acquisitions to support educational master plans, architectural plans, and rehabilitation or repairs to facilities. The curriculum and community relations committee reviews educational master plans, certificate program requests, new or discontinuing program proposals, and guides the 40 occupational advisory committees.

The committee system of the Board works only as well as the committee chairmen. Thus, it is important for the board chairman to appoint good committee chairmen who can set annual objectives for the committees and can work effectively with the College staff. Also, at NVCC we rotate both board chairmen and committee chairmen at least every two years and expect board members to rotate committees to become familiar with all committee areas during their eight years on the board.

The work of the Board is done primarily through committees at NVCC and most of that effort is spent in the committee meetings. Each committee meets once a month for one hour before the Board Meeting to maximize Board Members' time spent on the campus. Special committee meetings may be convened between Board Meetings, if necessary, but that has rarely occurred at NVCC. Good committee work is a key factor in the conduct of effective and efficient Board Meetings because the issues will have been discussed thoroughly in the committee meetings.

Developing New Leadership on the Board

The development of board leadership begins with the appointment of a new person to the NVCC Board. The board chairman first identifies each Board Member's interest, such as curriculum or buildings, assigns the member to a mutually agreed upon committee, and then encourages the committee chairman to develop a sense of teamwork among board members. The board chairman supports this teamwork among board members. The board chairman supports this teamwork concept on a continuous basis to assure that the Board functions effectively as a collective unit. Board Members must understand that they have authority *only* as a collective unit, not as individuals.

During the first six weeks of a new Board Member's duty on the NVCC Board, the Board Member proceeds through an informal orientation program to inform the new member about his or her roles, responsibilities, relationships and College operations. It has been found to be very valuable if the new Board Member has had prior experiences on other types of civic boards, such as school or park boards, because such experiences help the person understand the politics of organizations, people and decision making. The NVCC orientation program includes a slide presentation on the College, statewide system, policy highlights and briefings by key College staff as well as visits to all campuses.

In particular, the orientation program on local Board matters focuses on board-president relationships, board operating procedure, curricular-related policies, fiscal policies, building and sites development policies, personnel policies and student policies. Toward the end of the six to eight week period, the board chairman discusses any questions that the new member may have upon completion of the orientation program.

A major responsibility of the board chairman is to assure that each board member is informed about the substance of topics which the Board will act upon. This can be done in several ways, but at NVCC we emphasize that each Board Member read the material prepared by the College staff and contained in the packet mailed to all Board Members well in advance of the Board Meeting.

Board Meeting Agenda

One of the best indicators of a good board chairman is the effectiveness of the chairman's conduct of the Board Meeting. Preparations for the monthly Board Meeting at NVCC begin with the development of the meeting agenda, done jointly between the president and board chairman on the telephone two weeks in advance of the meeting. The agenda is mailed to each Board Member with the board packet 10 days before the Board Meeting.

At the beginning of the NVCC Board Meeting, the board chairman allows time under the chairman's announcement period for any Board Member to amend the agenda. Such action may involve adding an item to the agenda to complete local board action on a matter to coincide with a forthcoming state board meeting. Advance discussion with the board chairman on a proposed amendment to the published agenda is desirable to avoid surprises and assure that the facts of an issue are adequately presented to the members for action.

Most action items are presented to NVCC Board Members on a one or two-page fact sheet which provides basic background information on the issue and contains a resolution for action. Board Members first discuss the fact sheet and resolution at their respective committee meetings and then act on the matter at the formal meeting. The committee chairman presents each resolution related to his/her area in the form of a motion which is then seconded on the floor, discussed and voted upon by a majority vote of the members present. *Robert's Rules of Order Newly Revised* and the NVCC *Board Policy Manual* are followed closely and discussions at the Board Meeting are generally limited to resolutions on the floor.

It is important that the board chairman allow adequate time for fair discussion of all resolutions, considering thoroughly all sides of an issue. It is equally critical that the board chairman assure that any discussion is directly related to the issue being discussed. The fact sheet should present only the essential information needed for Board Members to make a decision. Also, such carefully prepared fact sheets will assure completion of a board meeting in two hours and minimize unnessary discussion of an issue.

The NVCC Board Meeting agenda also includes 30 minutes for an information presentation by the College staff on a topic of general interest to the Board Members. Such a topic involves no action by the Board at that Meeting and may range from such items as affirmative action progress to a curriculum area like veterinary technology.

In summary, the NVCC Board Meeting focuses on resolutions for action and a democratic vote on the issues. We do not surprise Board Members with issues requiring immediate action. In fact, critical or very important issues, like the presidential goals for the year, are often presented and discussed at one meeting and acted upon at the next meeting.

Handling Controversial Issues at Meetings

The establishment of sound policies to guide board meetings can facilitate the board chairman's handling of controversial issues at meetings. The policies should be written and published in a *Board Policy Manual* which is updated annually. NVCC conducts its Board Meetings in accordance with *Robert's Rules of Order Newly Revised* and the *Board Policy Manual*.

The discussion of issues at the Meeting focuses on the resolutions in the fact sheet distributed to Board Members in advance of the Meeting. All viewpoints on the issues are heard in fair and open discussion without biased participation by the board chairman. If the board chairman wants to speak on an issue, he should temporarily turn the chair over to the vice chairman. Arbitrary time

limits for discussion of each issue are set by the board chairman to assure timely completion of the Board Meeting within two hours. Each issue is decided by a majority vote with the positive, negative and abstention votes recorded by the board secretary. Policy should be determined for voting by the chairman. The board chairman then proceeds to the next item on the agenda. It is important for the board chairman to be fair in handling discussion of each resolution, avoid personal references to members, and avoid the misuse of tabling motions or executive session actions. At NVCC, executive sessions are *only* held to discuss delicate real estate acquisitions, personnel matters, or strategy for court actions against the Board. Procedures for convening executive sessions are clearly defined.

All Board Members must understand that the board chairman controls the meeting but should not overuse his or her authority. That means no surprises by the board chairman on other members. Also, the president of the college only speaks on his agenda items or when specifically requested to furnish information to the Board to facilitate the Board's decision making. The president has no vote at the Board Meeting but does serve a valuable role in assuring the preparation of background information and fact sheets for Board consideration and in accurately recording the minutes of the meeting. The extent to which the board chairman anticipates members' views on issues in advance and follows *Robert's Rules of Order Newly Revised*, especially deciding issues by a majority vote, can substantially minimize the development of controversy in handling the meeting.

Chairman's Relationship with Recalcitrant Board Members

All boards can have at least one member who can be difficult to handle or is an obstructionist on a particular matter of his or her particular interest. Therefore, the successful board chairman must relate fairly to all Board Members and emphasize the importance of the Board functioning as a collective unit for the good of the College. This means minimizing the holding of executive sessions and following state board policies, if they exist, on executive sessions. Also, the board chairman should avoid embarrassing other Board Members in public, especially with personal references. The board chairman as tone setter must focus on maintaining the integrity and public image of the Board above the private interest of individual members and remind all Board Members that the majority vote prevails on all issues.

An effective way of relating to the problem Board Member is to first discuss the difficulty in a private setting, such as at supper or over a drink outside the Board Meeting. The board chairman should be an astute listener to identify the real problem of the difficult Board Member. If private discussions with a problem Board Member are ineffective, then the board chairman could report the matter to the appointing jurisdiction and request that the problem Board Member not be reappointed to the College board in the future for the public good. In seven years, such action was taken once and the matter was resolved with the appointment of another Board Member.

The board chairman's positive and orderly conduct of Board Meetings will influence reactions by the members so that the proper approach to Board Meetings can minimize the development of any problem Board Members.

Support for Professional Development of Board Members

NVCC has found several concepts to be successful that could work well at any college in the professional development of board members. Furthermore, such professional development activities should be continually modified to meet changing needs.

The NVCC initial orientation program for new Board Members, described earlier, has been a solid tool for indoctrinating new appointees to the Board. The annual Board Retreat has been another mechanism used successfully in informally discussing key concepts, such as the budget process, and also in facilitating the exchange of information among Board Members.

Each Board Member is also encouraged to read the Bi-monthly *Community and Junior College Journal* and the *ACCT Trustee Quarterly* and *ACCT Advisor*, publications which are sent to all Board Members. Experienced and mature Board Members are encouraged to write articles for professional publication in those journals during their tenure on the NVCC Board and two of eleven members have accomplished that literary feat.

Also, each Board Member is encouraged to attend the annual national meetings of AACJC and ACCT as well as one regional ACCT meeting each year. In addition, Board Members are encouraged to attend and exchange information at annual statewide meetings of the Virginia Community College System. The local NVCC Board's return on investment for a good professional development program is a first rate Board operation, functioning well as a collective body of well-informed Board Members, mixed with true public-minded civic spirit.

Establishing Linkages Between Community Colleges and Business and Industry

Dorothy L. Lord, Vice President for Academic Affairs
Edison Community College
Fort Myers, Florida

Edison Community College in Fort Myers, Florida, is located in one of the most rapidly growing sectors of the entire United States. This southwest Florida area earned this distinction in the mid-1970's and by the year 2,000 the region will have increased in population by about 400 percent over the level of 1970. Such an area of growth relies very heavily on construction, service occupations, and tourism in its basic economy.

Industry is noticeably lacking in the economic development of the area, but is recognized by the new breed of local business leaders as essential in order for the area to grow in a healthy economic sense with the diversification and employment potential which is desirable. The intent is to attract light and clean industry into the area. Consequently, the strategy for attracting business and industry into the area has recently become much more proactive with organization and private funding of a Business Development Corporation specifically for this purpose.

Although Edison Community College has been providing educational services to this region since 1962, former "city fathers" had not recognized the true potential of the college to assist them in their quest for economic development of the area through attraction of new industry into the area. As this political change was occurring in the external environment, inside the college persons in Continuing Education who had been working with professional continuing education groups, including business and industry personnel and faculty members from the field of business, began to discuss ways that the college could provide greater visibility and service to local businesses. So was conceived the idea which led to the creation of the Institute for Management Development (IMD).

The purpose of the IMD is to foster a more solid economic base by providing assistance to both existing and future businesses and to professional organizations. We believe that this type of assistance will enhance the survival and success rates for businesses operating within southwest Florida. We are committed to the belief that a healthy, vital free enterprise system will provide the base for a community with a healthy economy.

The majority of business in our region of Florida is categorized as small business. Nationally, we know from the literature (David L. Buch in *The Job Generation Process*) that 66% of the new jobs of the future will be generated in small businesses. We want to be part of the solution—by helping more businesses to remain in business. Dunn and Bradstreet's *Business Failure Record* indicates that about 92% of all businesses fail due to poor management or unbalanced experience. The proposal developed by this group to begin the Institute for Management Development was given strong support by our president, who had the vision and commitment to see the importance of linkage with the business community for the long term good of the college. In October 1983, the Institute for Management Development was created and it was soon able to affiliate with the Small Business Administration and to be part of the AACJC Small Business Development Center Network.

The activities in which the Institute for Management Development engages include providing training as a major component. Training is provided for local businesses on a contract basis through workshops and seminars. Training most frequently follows completion of needs assessment and planning with the company representatives so that the training is applicable directly to what is most desired.

This type of tailoring to meet specific needs avoids the common criticism of college-university training which is that "educational training provided by colleges and universities is too heavy on theory and too light on practical applications." This type of argument is frequently used as the logic to support the need for industry to provide its own in-house training for employees. Other businesses most often cannot afford the costs of entrepreneurial training conducted in some distant location and for which they will have to pay an exorbitant fee plus travel and living expenses for their personnel.

Quite often if the needs for training for a business are such that they cannot be met with college personnel, then the Institute contracts with other consultants and brings them to the business to meet the need. This training is followed by careful evaluation by the business which has received the training. Over the period of the past two years some businesses have become repeat customers, reflecting their high level of satisfaction with the services they have received.

Another activity of the Institute is coordination among organizations within the community which have similar goals, such as the Service Corps of Retired Executives which provides counseling to businesses, thereby eliminating duplication of services in the community. This SCORE activity has been coordinated with the IMD and SCORE workshops and counseling activities are offered on the campus which enhances the visibility of the college.

A third area of service is research. In an area marked by rapid market growth, persons interested in opening a particular type of business are interested in the market data for the area. They are also interested in demographic information about the area. Edison Community College and a two-year upper division and graduate extension campus of the University of South Florida are located on a single joint campus. This includes a joint library collection which includes a Business and Economics Information Service on-line business data base accessible through computer linkage with the main campus. In addition, other on-line data base searching is possible through the DIALOG system. This service is available through the IMD at a fraction of the cost which would be involved for the business in the private sector.

Counseling is also available and as noted SCORE and other resource personnel are provided to businesses for a fee.

What have been some of the problems during the two years of operation of the Institute for Management Development?

First, there were problems with communications. From the beginning the IMD fell victim to unclear communication within the institution about funding and commitment to the concept of the IMD. Those of us who are directly involved with the project immediately saw the potential for great good which could be accomplished for the college, but others who were less involved remained skeptical. Although the president supported the concept of IMD and encouraged it actively to some, this support was not clearly communicated in terms of how the budgets were to be designed. Was it intended that the activity would be underwritten by the college and if so, for what time period? Was it intended that the activity would be totally accountable, using only funds utilized from outside sources, without use of *any* college funds? Was the budget to be set up without cash and the funds to be earned, or was the

budget simply to be established and the expenditures made as in other college budgets? The lack of clarity on these fine points caused difficulty during these first two years.

The problem was finally solved this year, when it was determined that the activity would receive absolutely no institutional funds, either directly or indirectly, and would *not* be allowed to overexpend the cash in the budget carried over from the previous year from profits earned on activities. Meanwhile, to give the activity the opportunity to become more financially secure, the director and the secretary would be placed on other budgets within Continuing Education and the proceeds of this year banked to support the activity for another year. Although the issues have now been somewhat clarified, the uncertainty has been difficult.

For any of you who may be contemplating this type of experiment, I would caution you that clarity of communication, especially about the financial support for the activity, is essential.

Another controversy which has taken much energy to deal with and which has included some of the same participants as those engaged in the financial discussions was that of the scope of the IMD's activities. The IMD was conceived as a service to business and industry and to professional groups. When psychologists, law enforcement personnel, nursery operators requiring state licensure, and others began seeking services through the IMD it was perceived that the new IMD was wrongly competing with regular continuing education, although these groups had not been previously served by regular continuing education. This has now been resolved and it is understood that professional organizations in the community will deal with their training needs through the IMD. Yet, with clearer communication from the beginning, this could have been avoided.

Additional financial problems arose about accounting procedures within the IMD as compared with those of central accounting for the college. Because expenditures and accounting definitions were somewhat different between the two units, there developed disagreement about cash on hand, etc. This was handled by designating one person in central college accounting to work with this activity and to be responsible for all official accounting for the activity.

Another dimension to the financial problems arose in the process of costing out an activity and determining the appropriate level of cost for the business seeking the service. What portion of the overhead for IMD would be appropriate to be charged? We found at first that overhead was not being considered and this was quickly corrected and a formula was developed which takes it into consideration. Although the activity was without a director for almost three months in 1984-85 the activity was about 80 percent self-supporting. This year we expect to make enough profit from the IMD so that it will be totally self-supporting in its third year.

The success of the IMD has been phenomenal. A new and higher level of visibility for the college in the business community has been accomplished. We are regularly now asked to meet potential clients brought to the area by the Business Development Corporation. Most recently we were asked to make a presentation about the services which could be provided to a new business coming into the area which would employ about 450 persons. The identity of the national employer was a deep secret, but it was clear that they would need employee training and that it would involve computers since each employee would have a CRT on the desk. Following a presentation to these businessmen the announcement was made that General Electrical would bring its accounting branch to Fort Myers in 1986. It was also announced that the availability of educational services to meet their training

needs had been a major part of that decision.

Since October 1983 the Institute for Management Development has offered 13 seminars involving 310 persons; 31 training activities for 1,136 persons; nine seminars for law enforcement personnel serving 138 officers, and several market research and counseling activities.

To assist with the financial support of the IMD, appropriate grants have been sought for the activity. With the dual purpose of serving professional groups, we have become part of a State network of outreach to government employees. The Florida Legislature has created the Florida Institute for Government. One component of FIG as we call it, is the Institute Training and Technical Assistance Consortium which is composed of nine State Universities and six community colleges. Beginning in 1984, ECC was funded for about $45,000 from this source which helped to pay the salary of the director of IMD.

FIG at Edison provides numerous training activities for county, city, and other local governments in the five county district served by the college. In 1984-85 through this program about 1,300 governmental elected, appointed, and employed workers have been served by ECC as part of the Institute for Management Development. The State-level person responsible for management of the FIG has acclaimed the program at ECC as one of the most outstanding in the State due to the high level of involvement of the advisory committee and the large number of activities which have been provided. The outreach to governmental units accomplished through the IMD and its FIG activities has greatly enhanced the college's visibility.

Business-industry partnership at Edison Community College has also included the academic programs, all of which have active advisory committees involving persons from business interacting with college faculty. Since 1983 five specific academic programs have benefited directly from linkages between the college and the community. A respiratory therapy two-year A.S. degree program was totally funded for the first year, and three-fourths funded for the second year by local providers of health care—hospitals from the five county district. Two satellite nursing programs from students seeking to challenge into the Associate in Science degree program in nursing were provided start-up funds by hospitals in each of two counties distant from Fort Myers. A Hospitality Management Program was begun in the fall of 1985 with partial funding from private industry.

This type of arrangement in Florida is officially encouraged by action of the Legislature. In 1985 the Legislature created the Sunshine Skills Program to actively encourage partnership between community colleges and business to provide educational programs needed by the private sector. On a matching funds basis a college can draw funds from the State to enhance the private gifts of money, facilities, equipment, or personnel. This program will enable colleges without start-up funds to begin new programs desired by industry.

The program currently developing a unique relationship with the local manufacturing, architectural, and utilities firms is electronics. The Edison Community College electronics engineering program has been rated as excellent by the 1985 Governor's High Technology Council which conducted program review for all programs in the State. Although our program was singled out for recognition, it was noted that equipment was needed to improve offerings in the field of computer assisted design (CAD) and drafting. The very high cost of this equipment and the declining resources available for such purchases through the normal college budget process presented a problem. The lead instructor in this program came to us from industry and he has remained in touch with local manufacturing firms, where he often serves as a consultant. He was aware

that many small businesses were in need of computer assisted drafting but were unable to support the very high costs involved.

He proposed to us that we participate in a special industry grant program being offered by PRIME computer company. This system would provide enough memory to support CAD terminals connected via modems in local manufacturing firms and the instructional needs of the college. The problem was to raise the $120,000 needed for purchase and maintenance. He suggested that local business would lease from the college for three years a port into the computer on the campus which would drive their computer assisted drafting processes. The business would reap the advantage of a $250,000 system with an outlay of $20,000 during which they could experiment with the system and determine if it would meet their long-term needs. We will be demonstrating the ability of the PRIME Medusa software and getting the businesses to sign contracts with the college Foundation which is receiving and disbursing the funds involved.

Without this type of business-industry connection it would be impossible for this fine instructional program to continue to be viable without the equipment needed. For the $20,000 gift to the college, each business will also be able to have up to five employees trained at no charge on the campus. We see this connection as leading to further involvement between the college and the businesses as more persons come to campus for both credit and non-credit instruction involving this powerful CAD system. The college will be able to provide well-educated personnel who are ready for work using the system that many local manufacturers, architects, and utilities companies are already using. We are excited about this non-traditional approach to acquiring equipment.

Edison Community College has come a long way toward acceptance within the community as a full partner in the quest to bring economic development of a more diversified nature to the area. When key personnel involved in attracting new industry include college personnel, it is evident that we have come far in developing the type of business-industry connection which will keep the college involved in actively contributing to the economic health of the community.

Board/President Relations

Dale A. Miller, President
Community College District Twelve
Centralia, Washington

According to the recently published report of the Commission on Strengthening Presidential Leadership, during any two-year period about one-fourth to one-third of all college and university presidents are in some stage of leaving or thinking of leaving their jobs, either voluntarily or involuntarily. This estimate, if it comes anywhere near the truth, should be of interest to all of us concerned with the health and vitality of higher education in our country.

Increasing competition for a dwindling number of qualified chief executive officers is undoubtedly one of the contributing factors to this problem. Though funding for higher education has suffered in many parts of the country, due to falling tax revenues tied to continuing economic problems, some areas of the country are thriving and are able to lure competent presidents with premium salaries and benefits. Certainly, job satisfaction, pressure and stress have to play a part in what best can be described as chief executive officer musical chairs in which it is becoming increasingly common for community college presidents to serve four or five colleges during their professional careers.

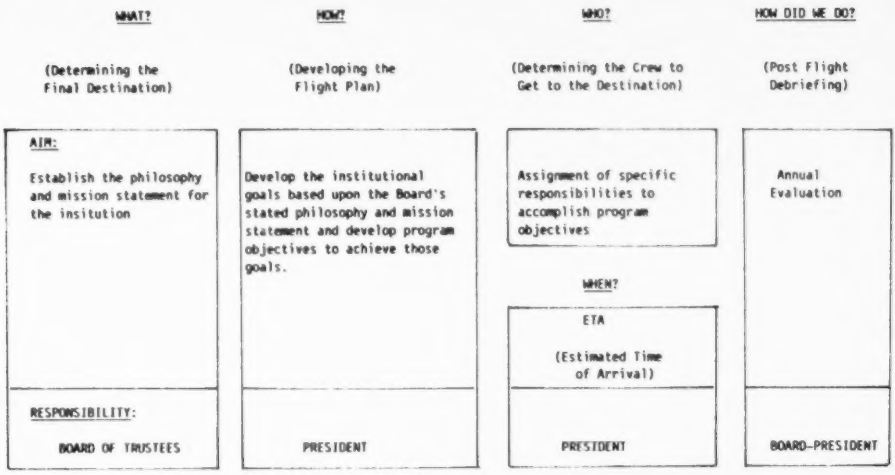
It should be recognized that some changes in college presidencies are not only necessary but can be very positive in bringing new life and vitality to the organization. However, in too many cases such changes are unduly traumatic and damaging to individuals and the colleges and, sadly, are often avoidable.

The chemistry between boards of trustees and the president they select to serve their institutions has a complex formula which is largely indefinable. However, one identifiable element is crucial; it must be based upon clear, open and honest *mutual* communications and *mutual* trust and confidence. Once these essential qualities begin to erode, it can be the beginning of the end for that delicate relationship between a board and its chief executive officer. In that sense, the selection of a college president is similar to entering into a marriage contract which is subject to the full range of pressures, trials and tribulations.

Good communications must begin with a mutually understood and agreed upon statement of expectations for the board as well as the president. In the relationship between a board and a president (especially a newly appointed president) these expectations should be spelled out in as much detail as possible in the president's contract since this agreement should serve as the basis for the annual evaluation. Since this is a *mutual* relationship, the president should develop board expectations with its members and the board should evaluate its own performance annually based upon those expectations with input from its president.

Following, on page 22, is one useful model for understanding this delicate relationship using the analogy of planning and executing a flight plan.

Beyond the critical decision to hire (and sometimes fire) the chief executive officer, the board of trustees has the responsibility to determine the philosophical direction in which the institution should be heading through a clear and thoughtfully constructed



mission statement, reflecting the current and future needs of the community it serves. Without this specific direction, the organization can literally get lost in a bureaucratic maze without anyone even being aware that it is off course!

Too often this key element in the planning process is either neglected or "thrown together" by the administration as window dressing for accreditation reports or public relations rhetoric. The mission statement should reflect a carefully considered commitment which serves as the foundation for developing long- and short-range goals and operational objectives for the college. Without a destination in mind, planning loses its meaning, inviting an aimless, unimaginative, stagnant organization.

No matter how sound the mission statement may be, it is never set in concrete and should be reviewed annually and adjusted as necessary. Destinations change with changing times and conditions which can have a profound effect on the flight plan.

Assuming that the board has selected a competent, responsive administrative team, once the destination is established, board members should sit back and enjoy the flight. They should be kept aware of the interesting sights along the way and, certainly, of any necessary mid-course corrections or changes in the flight plan. But, the operational controls must be left to the experts who have training and experience in their profession. It is sometimes tempting to enter the cockpit and feel the exhilaration of grabbing the controls but it often results in disasters of major proportions.

To continue the analogy, the college president is obviously the captain who, with a competent crew, has the responsibility for providing a carefully planned and comfortable trip for the passengers. At the same time, however, the captain works for and is responsible to a board of directors who holds him or her accountable as its representative to the public it serves.

As in any sound organization, regular evaluations or debriefings are crucial to the continued improvement of services performed. This level of communication spells the difference between mediocrity and excellence.

In a healthy well maintained board/president relationship, institutions and expectations can change naturally and smoothly. The

board that hires a president glides in and out of office almost as frequently as presidents, as the political process rolls on. Changing personalities, commitments and operating styles are constant challenges which test the strengths and weaknesses of any organization.

In the final analysis, if presidents and board members can achieve and maintain a working climate of open and honest (sometimes painfully honest) communications, mutual respect, trust and commitment to the communities they serve, as a team they will have met their *mutual* responsibilities as public servants.

How Good Is Your President?

Barbara Wong Moss, Trustee
Delaware County Community College
Media, Pennsylvania

Performance appraisals are a vital part of managing human resources. As presidents are the key to all of the other human resources, there should be an established formal procedure to evaluate them as well as all other college personnel on a regular basis. There are many ways it can be done. The method described below is not unique. What is important is that we found it to be an effective tool for our objectives and our college.

To give you a better idea of what the college and its goals are, the first section provides a brief description of the college: what we're doing and why we're doing it. The second section describes the evaluation process. The last section includes some recommendations for improvement and change.

Delaware County Community College, contrary to the name, is not located in the State of Delaware but can be found in Pennsylvania, some 25 miles west of Philadelphia. The county serves a population of 550,000, and ranges from heavy industrial development in the southern end to a high upscale residential area in the northern end. The campus was built in 1974 and has an enrollment of 5,800 FTE's and a total of 14,000 students. The curriculum offers a broad spectrum of classes ranging from high tech to traditional college transfer to retraining to avocational.

In addition to the main campus located on 120 acres of suburban land, we also have twelve off-campus sites. There are fifteen trustees appointed by the sponsoring school districts for a term of six years. We have a total of fifteen school districts in Delaware County, but four refuse to sponsor the college. The expense of operating the college is split three ways: the State, the student and the sponsoring school districts. Our annual budget for the next school year is $17 million and must be approved by a majority of the sponsoring school districts. Students from non-sponsoring school districts must pay double the tuition.

That's a very quick overview of our college. This description provides a context for understanding the tool we developed as well as the objectives of the evaluation. Each board needs to develop its own style and procedures which reflect the college, its constituents and its goals.

Our president has been with us for five years. We believe that he is doing an outstanding job. Therefore, we are delighted to share our experiences with you—but you have to promise not to recruit him! Specified in his three-year contract is a statement that he will be given a performance review on a periodic basis. The format is chosen each year by a special Board and Presidential Evaluation Committee and varies from year to year.

I'm sure you all know the good reasons why there should be an appraisal, such as improving performance, goal setting, educating the trustees, rewarding performance, etc.

There really shouldn't be any surprises in the evaluation, as it should be an ongoing process and feedback should be given

regularly. That's a tough job, and we don't do it. We have not established any formal, frequent, and regular procedure for providing feedback. We should do that, and we don't. And even if we did, do we really know what the president's job is? Can we really measure performance? Is it an objective measure, or is it a gut response to what he chooses to communicate to us?

As you can see from my earlier description of the college, we serve a number of constituencies. Some of the trustees expect the president to be an educational leader. Some expect him to be a financial wizard. Others expect him to be an outstanding administrator. We expect him to be a man for all seasons. We all want him to bring the mission of the college to the community and be conscious of the local and changing needs of the community it serves.

Where did we start? As you know, there really is no single good way to do an evaluation. The present Evaluation Committee decided that the evaluation should be done only by the board of trustees. We had just finished some very intensive "win-win" negotiating sessions with the Union. This was a fascinating process designed by Dr. Irving Goldaber, a sociologist, who presented an organized and unusual approach to negotiations. That process gave us a great deal of feedback from the faculty. We felt that we had a good handle on that constituency.

Even though we do not represent a specific school district, many of us are in contact with our local school boards. Furthermore, they have the opportunity to give us feedback when they vote on our budget and when their liaison committee meets with the college. As for the students, the administrative staff, and the other constituencies, we could come up with no acceptable vehicle to measure their response. We decided, then, that the evaluation would be private and would be limited to the board.

We first asked the president to do a self-evaluation in order to have him analyze his goals and how well he fulfilled them. The president, his key staff, and the board had just gone on a planning retreat to set and prioritize goals. Taking this session as well as other data into consideration, the president wrote the evaluation. This self-evaluation addressed the three key areas in which he spent most of his time. Within each of the three areas, he defined major objectives, and then listed the specific accomplishments that met these objectives. He also addressed unmet and future goals. We found this document to be a good way of providing contemplative time for the president as well as a way of better educating the board as to how he perceives his role.

After receiving the presidential self-assessment, the board members were then given a "subjective" evaluation form which the committee developed. This evaluation was based on the objectives originally used by the Presidential Search Committee as well as those outcomes from the planning sessions. The areas are listed below, but they are not in any prioritized order. In addition, the president is not necessarily responsible for each of the items personally, but is responsible for their implementation.

I. Leadership

A. Improving External Relationships
   - Fundraising
   - Grantsmanship
   - Political Support
   - Business Community Support
   - Image Building

B. Strengthening Formal and Informal Relationships with the Various Constituencies
   - Students
   - Support Staff
   - Faculty
   - Administrative Staff
   - Board of Trustees

C. Understanding of Community College Philosophy

D. Implementing Understanding into Programs

E. Managing with Enthusiasm, Vision and Boldness

F. Managing College Finances

G. Delegating Administrative Authority; Evaluating Those Delegated

H. Developing Lead Faculty and Staff

I. Encouraging Student Development

J. Clarifying and Implementing Board Policy

K. Long-Range Planning
- Curriculum
- Sponsorship Base
- Utilization of Resources
- Continuation of High Quality Operations
- Responsiveness to Changing Needs and New Opportunities
- Utilization of Time

L. Familiarity and Use of Resources Outside of the College to Enhance College

II. Board/President Relations

A. Preparation for Board Meetings

B. Communication with the Board

C. Interpretation of the Condition and Mood of the College

D. Continuing Development of Mutual Understanding Between Board and President re: Goals

E. Continuing Development of Leadership for and Confidence with the Board

III. Other

IV. Adequacy of Board Committee Structure

As you can expect, with fifteen trustees, we got back fifteen varied replies. We attempted to tally them to make some sense out of them. A close scrutiny indicated that there were a lot of "excellents" and "very goods", some "don't knows", and a few "concerns". The tally sheet was presented for discussion in executive session to ensure that we had not missed any input, and had the consensus and spirit of the total board. The chair of the board and the chair of the committee then met privately with the president to provide verbal feedback based on these results. At that meeting, the president asked that the areas where concerns were expressed be presented again in a written document. This was done by the committee chair, circulated to the committee for approval, and then sent to the president. I see this move by the president as another indication of his diligence to continually improve and serve the college well. At a later meeting, we used the results of this appraisal to reward an outstanding performance.

How do we feel about the process? First of all, everyone needs to know how they are doing. They need positive strokes, and they also need to know if there's room for improvement. They need to have time to set objectives and define priorities. Our board feels that we accomplished these kinds of things. The process forced everyone to define our objectives: to see where we had been and to see where we are going.

One of the outcomes of this process is that it was decided to follow up with a board self-evaluation this year. We will probably change the format used for evaluation. Alternating the "subjective" comments with an "objective" rating check list. We would also like to gain some input from the various constituencies—if we can find a method that will

be effective and will generate as much light as it will consume energy! A significant problem that we face is that when you have a president who is doing an outstanding job, how do you continue to help him grow, and continue to reward him in a meaningful way and still balance the budget? We are wrestling with this problem.

In summary, then, the presidential evaluation process consisted of the following:

1. Presidential Self-Appraisal
2. Individual "Subjective" Evaluation by Trustees
3. Consensus by the Board of Trustees
4. Feedback to the President
5. Written Concerns
6. Reward for Performance

Our ultimate goal is the pursuit of excellence. Isn't this what the community college is all about?

The Danger of Special Interest Board Members

Robert E. Parilla, President
Montgomery College
Rockville, Maryland

Do the following examples fit a situation you know?

- Some boards have split votes on everything based on factions.
- Some board members want only to represent the interest of a community organization or an employee union.
- Some have primary allegiance to a political party,
- Some want to use their board position for personal gain,
- Some nit pick to gain attention, and
- Some never read material or try to become informed about the college they serve.
- Some even have used their position to influence hiring for political patronage or personal power.

Traditionally boards of trustees in higher education have been autonomous lay boards, and not constituency boards. Historically, independent autonomous lay governing boards have been recognized as a characteristic strength of higher education and as a key factor in shaping institutional purpose and preserving institutional integrity.

It is generally recognized that the public trust and general welfare can best be served by community college boards which reflect diversity and balance in terms of professional expertise and in terms of the racial, ethnic, sexual, age, geographic, social, and political diversity of the community. But any perception of board membership as constituency-based conflicts with the basic premise that boards must function in the interest of the entire institution and not a single group.

The growth and development of the United States has been specially aided by higher education. The "flexibility" and "adaptability" of colleges has been a primary reason for this support which is due in large measure to responsible citizen or lay control.[1]

The idea that a lay board, rather than students, faculty, administrators or a special community group, should govern the colleges is especially important to the continued welfare of the community college. All of these groups have an influence on governance but each should be in proper balance to avoid either monopoly or factions. Lay boards must maintain the balance and, therefore, if the boards themselves become monopolized, or factionalized, or representatives of special interest groups, or if individual board members have single interests and seek to use their trusteeship for personal gain, the entire fabric of governance for the general public interest or trust is threatened.

One could read The Federalist Papers to better understand government in a democracy, and especially number 10 by James Madison, to understand the dangers of factions.

> Complaints are everywhere heard...that the public good is disregarded in the conflicts of rival parties...
>
> Among the numerous advantages promised by a well-constructed union, none deserves to be more accurately developed than its tendency to break and control the violence of factions.

> By a faction, I understand a number of citizens, whether amounting to a majority or a minority of the whole, who are united and actuated by some common impulse of passion, or of interest, adverse to the rights of other citizens, or to the permanent and aggregate interests of the community.[2]

Applying Madison to college boards would tell us that lay boards must be made up of individuals who represent diversity within the community *but they must not be* (I repeat, *must not be*) the representative or agent of any single group or purpose.

"The difficulty with the concept of representative agents implies much more than diversity. Among the arguments for such special interest boards is the principal one that it is desirable to have constituencies represented and that the agent is expected to represent the constituent in all board deliberation."[3]

The strongest argument against a constituent board is that all trustees are expected to represent the entire public interest and welfare. "Once we begin with even one constituency represented, other constituencies would have a claim to be represented and it follows that the entire concept of lay control and an independent board would be lost and we might as well have legislative control of our colleges."[4]

Some four-year college organizations and state leaders have criticized community colleges as having more of a problem with special or single interest boards than do universities. There are claims that community colleges are more likely to have students, faculty or special community interests represented on the board. One more often hears that community college board members use their trusteeship for personal gain—financial or political, and of board members who ignore all issues except one or two which they or their constituency are concerned with.

Whether a board is monopolized by a common constituency or a common narrow purpose, or whether a board is split into several factions and narrow purposes, the results are likely to be similar. The overall effectiveness of the board, the general welfare of the college and the protection of the public trust will be damaged if not destroyed.

Last spring I read a most disturbing article in the *Educational Record* which is a quarterly publication of the American Council on Education. The article entitled "From Guardians to Agents: The Changing Role of Trustees" was written by a college faculty member who is also a foundation trustee and a former college trustee.[5] The basic argument made is that trustees are changing from the "guardians" of their college whereby they carefully consider all of the relevant information and then make a decision on the basis of what they think is best for the college. The argument continues that trustees are becoming "agents" for various groups. Trustees as agents are not defining their role in the context of what is good for the college but rather they are acting as agents for the purpose defined by their constituency or for their own narrow purpose.

The two positions are explained by comparing them to a Burkeian legislator vs. a Rousseauvean legislator. The reference is made to Edmund Burke, an Irish-born member of the British House of Commons from 1766-1781 and to Jean Jacques Rousseau, a philosopher in the mid-1700's whose ideas shaped much of the French Revolution.

The positions of the Guardian vs. the Agent are thusly summarized: a good Burkeian legislator is one who "would vote with the best interest of their district or country at heart. They are accountable to the electorate only for their overall voting record and only at the next election. In short, judgment and responsibility are major elements of the Burkeian legislator."

"A Rousseauvean legislator is kept on a short leash. They are not responsible for deciding how to vote but only for voting the preference of their constituency. Regarding each piece of legislation, they are not to exercise their own judgement, good or bad, they are accountable only as agents, not as principals."[6]

Perhaps Jones oversimplifies or unfairly characterizes the two positions. Certainly the Burkeian also has the responsibility of being well-informed on the issues and of knowing the positions of various constituent groups, and certainly Burke did not intend for a legislator to simply vote an uninformed narrowly defined personal opinion.

A Rousseauvean certainly must know the positions of or range of position within a constituency and not just that of the most powerful or most vocal. In other words, a Rousseauvean must consider the views of the various factions within a constituency or simply vote the intention of the most powerful faction.

In any case I strongly believe that **unless a community college board member follows an enlightened Burkeian model as American college trustees have for centuries, that trustee is abrogating responsibility and authority, perhaps has a special interest at heart rather than the college interest and is likely to do permanent damage to the College.**

The ideal trustee avoids or subjugates personal or constituent interests in favor of college interests. An appropriate quote from Burke to illustrate is:

> Parliament is not a congress of ambassadors from different hostile interests; which interests each must maintain, as an agent or an advocate against other agents and advocates; but Parliament is a deliberative assembly of *one* nation, with one interest, that of the whole; where, not local purposes, not local prejudices ought to guide, but the general good, resulting from the general reason of the whole. You choose a member indeed; but (once) chosen, he is not a member from Bristol, but he is a member of Parliament.[7]

A college board is not a body of individuals from different hostile interests for which the individual is an agent; but a college board is a deliberative corporation of *one* college, with one interest, that of the entire college. The board should have diversity, but the board member is not the representative of a constituency but a member of the college board which has a greater responsibility. The quality of a community college is measured by several factors. Certainly, one of the most important is the quality of the governing board, and its board can be no better than the individuals who serve on them and who recognize that the board is a corporate body, and not a collection of individuals.

The issue of the special interest board member is serious, and the stakes are as high as the welfare of our nation's community colleges. Only boards themselves can adequately address the issues, control themselves and make corrections when necessary. The biggest question may be: Will they?

Boards which have succeeded in becoming well-informed advocates for their college usually have the following practices:

- They have good and thorough orientation for new board members;
- They have in-depth board-only retreats on broad college issues, board roles, and are aware of problems with special interest boards;
- They are well-informed on every issue that properly comes to the board for attention;
- Through summary reports, they stay informed concerning the operation of the entire college;

- Trustees help each other to avoid factions. Members frequently converse about their role and function;

- They make an effort to educate the appointing authority and/or the electorate concerning board guardian role vs. agent role;

- They elect a strong board chair who understands the chair role, and is an advocate of the college, who can lead the board in both pleasant and difficult issues.

Cohesive boards usually focus on institutional-wide issues, and must:

- Help clarify the college purpose;

- Set the standards for institutional performance;

- Protect and interpret the college to the outside and interpret community needs for the college;

- Help maintain college balance rather than contribute to imbalance;

- Help the college maintain flexibility and responsiveness to reasonable change;

- Help generate funds for the college.

[1]Zwingle, J.L. "Evolution of Lay Governing Boards," from Richard T. Ingram, (ed.), *Handbook of College and University Trusteeship*. Jossey-Bass Publishers, 1985. p. 15.

[2]Wright, Benjamin Fletcher, (ed.), *The Federalist*. The Belknap Press of Harvard University Press, 1961. Number 10, p. 129, 130.

[3]Kohn, Patricia F. and Kenneth P. Mortimer, "Selecting Effective Trustees," *Change*. Vol. 15, July/August 1983. p. 35.

[4]Kohn, p. 35.

[5]Jones, W.T., "From Guardians to Agents: The Changing Role of Trustees," *Change*. Vol. 66, No. 2, Spring 1985. p. 10-15.

[6]Jones, p. 12.

[7]Hoffman, Ross J.S. and Paul Levack, (ed.), *Burke's Politics: Selected Writings and Speeches of Edmund Burke on Reform, Revolution, and War*. Alfred A. Knapp, 1967. p. 115.

The Board Retreat—An Opportunity for Listening, Learning and Understanding

James W. Read, Trustee
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The retreat—it's not a new idea. In times of crisis, our American Indians would retreat to an out-of the way holy place for new vision. Churches have used the retreat to plan programs and seek spiritual guidance. Corporate America was slow to recognize its potential; now, having discovered the good news, managers are embracing it as the "best thing since motherhood and apple pie." Now CEO's and boards of trustees look to the retreat for member training and problem solving.

Retreats are not new. I can look back to my 27 years as one of Colorado State University's cooperative extension agents and see that, because we were scattered throughout Colorado, we had to get together every now and then for the "word from the head shed" or to plan cooperative programs. Of course, these gatherings were not called retreats—they were known as district meetings or annual conferences.

It didn't really matter what we called them because they served the basic function of a retreat. Namely,

- *A chance to get to know each other;* who we were; our strong points, and our hang-ups.

- An opportunity to meet and to know the boys at the top.

- A chance to get the latest word on extension program direction and objectives.

- A chance to discuss and articulate ongoing programs, long-range plans and potential pitfalls.

- An opportunity to individually and collectively evaluate our performance as extension educators and county extension directors.

- A chance to voice our concerns.

I personally always returned to the routine of my job with new enthusiasm and new ideas.

It is unfortunate that many college boards have not utilized the potential of the well-planned board retreat. We, as board members, are not alone. Many boards and councils that are elected or appointed to serve in the public sector continue to function without really getting down to the nitty-gritty of internalizing the responsibilities of their positions.

For example, I was elected a member of my college board in 1977. I was asked to run for election because the current members of the board were afraid someone with an ax to grind would run. I guess I was the lesser of the available evils.

I had worked with Northeastern Junior College and lived in the community for 14 years. I also worked for a university, knew what colleges were supposed to do, and I had been successful in teaching, managing advisory boards and personnel. However, I didn't know the internal workings of the college for which I was supposed to be setting policy.

I knew my fellow board members, but had never worked with them in any administrative

capacity. The chief executive officer was a very competent administrator with 30 years experience as president of our college. He had built the school virtually from the ground up. Board meetings were well planned, discussion was effectively structured and, overall, the meetings were well conducted. But the two of us who were new on the board sometimes felt that we just didn't really understand what we were doing. We just didn't know enough about our institution and its internal mechanisms.

Six years ago, our president retired and a new chief executive officer was employed. He had the foresight to recognize the need for the board to become more involved in structuring the philosophy and purpose of our college. He recognized that we needed time to become personally acquainted with one another and with the ramifications of our responsibilities.

Our first board/staff retreat was held in a mountain resort in April of 1981—I missed the first day. That was the only day of the nine retreats we have had that I missed, and I still regret it. However, I will admit that I did not regret the experience of driving to the site in one of Colorado's spring blizzards.

Perhaps this is the time to digress and look at what a retreat is and what it is supposed to do for you and your organization.

The reasons for retreats are as diverse as are the purposes and the settings. They can range from "let's play golf and work a little, if we have time" to "strap on the life preservers and expect to be terrified because it'll be good for you." I really don't subscribe to either extreme, although I have been a party to both.

Probably the best known retreat is the company sales meeting. Everyone assembles in some sunny place; mornings are devoted to pep talks, tales of wondrous new products, sales goals are set, and the carrot tied to a new stick. Afternoons are reserved for group recreation, and the evenings for banquets and socializing.

Right now, the most common type of retreat is the genuine training session—the individuals are taken to a site away from their phone and their day-to-day responsibilities where they can devote full-time to the training task at hand. Sometimes these sessions are as much fun as a college course in statistics. However, they are effective and best suited to our purpose.

Some retreats are the regular annual get-togethers like we used to have at our extension conferences. They contain as many surprises as your annual budget.

Then, there are the hot ones—held because the heat is on someone; things are not working. Perhaps the company has just been acquired by a competitor or two camps can't get along. So they get together to talk about X and solve that X problem. Often, the hot session has an ulterior motive, such as what the human resources type call "a bonding session." It may also be designed to scare the bejabbers out of the complacent troops.

I don't recommend that college boards of trustees initiate fun-in-the-sun retreats, and scaring the bejabbers out of the troops is not the way to go either. However, well-planned working retreats are productive. It will give you a chance to really get to know each other. I feel that is important. If there is dissension in your group, the retreat may help everyone to understand each other's point of view, based on that individual's background, skills and philosophy. I can't overemphasize the importance of getting to know one another in a setting away from the "*goldfish-bowl atmosphere*" of the official board meeting.

The retreats, or workshops as we now call them, also provide the opportunity to become better acquainted with your chief executive officer, members of his administra-

tive staff, representatives of the faculty association, support staff and associated student government.

Well structured board retreats provide the environment for the administration or department heads to inform the board about the progress of academic programs, vocational activities, exciting opportunities, or just plain brag a bit about their programs and staff. Positive reports are program builders.

By the same token, administrative reports can document concerns, potential problems, and the need for a change in program direction or policy. It provides an opportunity for questions that individual board members would be reluctant to ask in an official board meeting.

The retreat provides time for board members to take an in-depth look at problems; evaluate the impact of policy change, look at new opportunities, and plan and articulate the role and mission of the college.

The retreat also furnishes the environment of listening. Listening is probably the most important role we have as board members. Listening to what is said, without having to think about what our immediate response must be, *frees us to hear what is said.* Listening gives us a chance to understand what the chief executive officer is saying. Listening will let us know what is happening that should concern us. Listening provides a safe opportunity for input from students, faculty, non-teaching professionals, and support staff.

Listening is an art and a skill. It's a skill board members must cultivate. It's hard to do, but it can be done. That is why I advocate the involvement of faculty, support staff, and students in some or all retreats. It's their college too. If they have a complaint, listen. It may not be legitimate, but listen anyhow—don't argue, ask for suggestions, but don't kick those suggestions to pieces. Remember, everyone has a pet log they want to put into the pile. If you kick it out and break it all to pieces, you're telling that person you're not interested in their input. The fact that they have the opportunity to put their log in the pile is important. As time goes on, they'll put some good ones in.

If you're cited as the bad guys, don't debate it; they may be right. Besides, it takes two to fight. Remember, the retreat or workshop will improve a board's understanding of their responsibilities and their skills in performing their duties as a member of the board.

We at NJC now have two workshops per year. They are held at one of our local motels. The first one we had was held out of town; however, it limited staff participation, was costly, and did raise some eyebrows. So now we meet in town. We have a planned agenda that is available to the press and to the public if they request. The press is not specifically invited because we are extra careful not to take any action that would violate the Sunshine Laws. On the one occasion when action was necessary, the media was notified that action was to be taken, and they were in attendance for that portion of the program.

The board and the chief executive officer cooperate in developing the program's agenda. Reports are delegated by the president to the appropriate members of his administrative team. Faculty, non-teaching professional staff, support staff, and student government representatives have an opportunity to give input or report concerns in appropriate areas.

In our nine workshops, we have tried to solve some building needs; we're still working on that one. We investigated the potential of a development office—it was implemented and is working. Other topics have been long-range planning, logos, building names, role of board and staff, the college's mission and direction, alcohol on the campus, local

vendor preference, accreditation procedures and the accreditation aftermath, salary negotiations procedures, picnics, outreach programs, tuition and fees, associated student government fees, handicapped accessibility, program expansion and program reduction.

We have also looked at bond issues, a cooperative building program, faculty morale, early retirement bonuses, administrative reorganization and its resulting impact, semester versus quarter system, merit pay, and faculty-staff evaluation.

That's not everything, but it's a good laundry list. I'm pleased to report that while we don't always agree, we have never resorted to a shouting match. Probably because we have maintained a listening and constructive questioning environment.

We have never used the board retreat as a self evaluation tool, but it would be helpful if we did. We have, however, used executive privilege during the workshop to evaluate our chief executive officer.

The board retreat is not the answer to all problems, and it is not always a winner. There are pitfalls and I would be remiss if I didn't cite some of them: 1) Everyone should attend—don't let the phone or your business interfere. Being a good trustee requires time and the retreat can be time well spent. 2) Have a planned agenda with input from the board and chief executive officer. But leave an open end for unexpected input. Choose a site that's accessible to everyone but away from the campus and board room. 3) Allow time on the agenda for faculty, students, and staff. It's their college too. 4) Be sure that the media knows the agenda and the site. 5) Listen. If you don't understand, then ask relevant questions. Be sure your chief executive officer listens too. 6) Discuss, but when you disagree, don't argue about a point or with an individual. Listen. Listening coupled with constructive discussion can make the retreat uninteresting to any media persons that may attend. An argument, on the other hand, is news for the front page. The same goes for your chief executive officer. Often the criticisms that arise are aimed at that individual. 7) Don't kick someone's pet log. 8) If you have to have an executive session, state the purpose. Arrive at a consensus and speak in public as one body. Don't carry tales out of the executive session. 9) Do not make decisions at retreats. Do that in your official board meeting. Retreats are for listening, learning and understanding. 10) Leave plenty of time for comfort breaks, informal coffee breaks, attitude adjustment, dinner and social relaxation.

In summary, board retreats, or workshops, provide an opportunity for members of the board to become better acquainted with one another and with the personnel of their college. A well-structured agenda will better acquaint them with their college, its strengths, and its weaknesses. The results will be an informed board that can react in a positive manner when developing institutional policy, and at the same time be responsive to the needs of the people in their college's service area.

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TRUSTEE QUARTERLY

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A Comparison of the Actual and Desired Roles of Trustees of the North Carolina Community College System

Mary Sutton Bell, Trustee
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Wilmington, North Carolina

If all the appointments are filled, there are 696 members of the local boards of trustees of the North Carolina Community College System. Trusteeship is often a new experience and requires orientation and study to understand the duties. However, trustees are sometimes confused about the extent of their roles because each person and each board can differ in interpreting his or her inferred and actual responsibilities. This study surveyed the opinions of the trustees of the North Carolina Community College System about their perceptions of their actual roles and their opinions of what they would like for their roles to be.

An evaluation of the discrepancies between the functions and roles the boards are fulfilling and what the board members believe the boards should do was made using a 28-item questionnaire. All board members received the questionnaire package. The return rate was 50 percent.

In general, trustees tended to want to spend more time on the more serious activities of boardsmanship. The highest ranked scores were found mostly for in-house activities that asked for more information, more emphasis on representation, more planning, and more emphasis on being valued as a board member.

Activities which the trustees considered most important were as follows: being provided pertinent written materials; being provided with objective facts by the presidents; determining the representation of the members of the board; being given reports on grants and development; planning and adopting the general college policies; maintaining relationships with legislators; having their views as board members valued; being provided with informational sessions; participating in a yearly evaluation of the president; planning and developing the college budget; having access to continued professional opportunities; hearing results of college research studies; and having informational sessions about college activities.

Next in importance were these activities: assisting in interpreting the college program to the community; serving on board committees; having an evaluation system to monitor recruitment; retention and follow-up of graduates; receiving new trustee orientation; participating in the college's accreditation process; having an advisory committee composed of students and faculty; and setting affirmative action to recruit minority faculty members.

The activities of somewhat lesser importance to trustees involved the following: attending social and cultural activities of the college; participating in state and national trustee organizations; assuming fund-raising responsibilities; participating in retreats; spending time on curriculum at board meetings; being actively involved in recruiting minority or disadvantaged students; and interpreting the college program to the community.

It can be concluded that the trustees generally have positive feelings about wanting to be better informed in the decision-making processes concerning both policy and college activities. Since the trustees believed that more information of all kinds is needed,

college presidents and board chairman should make plans to keep board members better informed in all areas, especially in those concerning college policies.

Boards members showed concern about the representation of the board being representative of the population. Nominating agencies should be made aware of placing more emphasis on this. Consideration should be given to shortening trustee terms from eight years to four years to give more opportunity to others to serve.

Trustees in the study felt strongly that they now maintain good relationships with legislators but they want even more emphasis put on this activity.

Having their views as a board member valued was a high priority for the trustees. All board members should make efforts to hear all opinions and make decisions based on all views.

Trustees strongly supported the concept of evaluation of the college president. Boards should carefully consider the benefits of open, two-way communication in evaluating their president and perhaps, themselves, as board members. Retreats give trustees the opportunity to get to know each other and the college personnel in an informal setting. This kind of relationship-building can help the functioning of the college if the participants honestly want to try to communicate their ideas and suggestions. Trustees seem to feel this a valuable learning experience which, perhaps, should be tried by other boards.

Since new-trustee orientation showed a large discrepancy from college to college, colleges should make efforts for the college administrators and the board members to plan on-going, in-service programs that include pertinent materials, tours of the campus, talks with personnel, and introductions to trustee organizations.

Trustees expressed the desire to be involved in yearly goal setting, the accreditation process, assisting in interpreting the college programs to the community, and serving on board committees. All of these activities should suggest to college officials that trustees want a voice in making the real decisions of the college, not just passing on the budget. The results clearly showed that the trustees surveyed want more information, more consideration in planning and developing policies, and more reports of the different activities of the college, but they do not want local politics to affect the college or the functioning of the board.

The discussions on trustee role confusion and actual and desired roles can be a valuable resource to the trustees of the system and administrators in the different institutions not only in North Carolina but also in other states.

Collaboration: The Role of the Community College Trustee

J. David Bidwell
Trustee

Lawrence W. Tyree
President

Gulf Coast Community College
Panama City, Florida

John Naisbitt's *Megatrends* posits a world that is growing smaller and yet becoming increasingly more complex, a world where we no longer buy an American or foreign automobile but purchase a "world car." This is a world where recognition of our **interdependence** is central, where survival will be based on the willingness of individuals, organizations, and governments to **collaborate,** to work together to meet common needs and goals.

Community colleges are certainly not exempt from this need for collaboration. In fact, collaboration is absolutely vital for comprehensive community colleges if they are to fulfill their missions of providing general education, university transfer programs, career or vocational education, continuing education, and services for student development. Collaboration is essential for strengthening existing academic programs, developing new programs to meet the changing demographics and needs of the communities they serve, providing alternative funding sources and new sources of students, making more effective and efficient use of community resources, and providing greater visibility for their achievements.

It is the responsibility of community college trustees to ensure that collaboration is a part of the operational policies of their colleges. Although creating the procedures for collaboration is the role of college administrators, trustees can provide an important service by identifying opportunities for collaboration and by stressing its importance. By attending trustee and other educational conferences, keeping current with appropriate professional journals and aware of state and national trends, and networking with each other, trustees can identify opportunities for collaboration with governmental agencies, private enterprise, special interest groups, and other educational institutions.

Collaboration with Governmental Agencies and Private Enterprise

The public sector is an important component in the collaboration process. The following is an admittedly incomplete listing of those government agencies which should be considered in collaborative efforts: the health and rehabilitative service agencies, the state transportation agency, all law enforcement agencies, various health institutions and organizations, and city, county, state, and federal government. As a single example, one area of possible collaboration is providing both initial training and continuing education for practitioners in such fields as law enforcement and emergency medical services.

Other groups to be considered in an institutional collaboration plan are both existing industries and new industries seeking to locate in the college district or surrounding area. This effort might be accomplished through state agencies, with the local Chamber of Commerce, or within the college itself. To cite one case in point, Gulf Coast Community College in Panama City, Florida, has implemented a successful hotel/motel/restaurant program to assist the local hospitality industry with its unique needs in this tourism area. The college has worked with both the Florida Division of Tourism

and the local Chamber of Commerce to develop this program.

Often collaborative efforts with industry can be aided through collaboration with the state. For example, the Florida Legislature encourages collaboration among state community colleges, business, and industry. Through the legislature's Sunshine State Skills Program, funds are provided to community colleges to help attract new, expanding, or diversifying businesses to the state. Seven of Florida's 28 community colleges have been awarded funding through this program to provide employee training in a variety of areas.

Collaboration with Special Interest Groups and Educational Institutions

Additionally, various unique populations exist in the district whose needs should be considered and met. Tailored programming and services for target groups, such as senior citizens, provide an important service to the community and should be considered by a college in developing a comprehensive collaboration plan.

The local school systems are perhaps the most important partners in collaboration. Gulf Coast Community College's alliances with the local school boards serve as an illustration. During the 1985-86 academic year, Gulf Coast has focused considerable attention on area K-12 schools and has made extensive efforts to provide in-service educational activities for teachers and administrators. This service consists of providing anything from facilities to consultants to technical equipment. Also, programs have been developed to provide training for teacher aides in the district. School officials and college faculty designed and implemented a comprehensive program which has proven very helpful to the schools in providing essential teacher aide training.

This year Gulf Coast Community College has strengthened informal professional ties between the area high school faculties and its own faculty. At the initiative of the college's Faculty Council, "High School Nights" were scheduled for each high school, vocational school, and adult education center in the three-county district. High school faculty members were invited to a complimentary dinner and either a fine arts performance or a basketball game afterwards as guests of the college. At the dinner, high school faculty sat with college faculty of the same discipline so that they might get to know each other better and share ideas and concerns. The establishment of several councils to standardize course content and better prepare students for college was only one of the several positive outcomes of these "High School Nights."

Florida's Governor and the Florida Legislature have provided specific direction to education as state institutions strive to be in the top quartile of the nation. Some of the resulting legislation has provided for "natural" collaboration with the school districts. Three specific examples illustrate these efforts. Area teachers have had an opportunity to participate in intensive training programs in the areas of computers, mathematics, and science.

A second effort has been the establishment of a "Center for Excellence" for the teaching of science, mathematics, computers, and technology. Gulf Coast Community College, with the support of the school districts, has developed this center to provide training opportunities and educational programs in these content areas. Each year this program brings in over $100,000 to the college.

Finally, the school districts and Gulf Coast are working collaboratively to establish an exemplary school management training program. The three main components to this program are: (1) a competency-based selection system to identify school administrators; (2) a training program for administrators to address unique problems; and (3) an objective competency-based evaluation

system for administration. When implemented, the program will be mutually beneficial to the college and area school districts.

Another example of collaboration is the regional coordinating councils which are based in each of the 28 community college districts. Council membership includes representatives of the industrial community, the local school system, and the local community college. The purpose of these councils is to assure that the area's vocational training needs are being provided and that no duplication of services in specific program areas is occurring. All vocational program considerations in Florida are determined by the regional coordinating councils.

Many businesses in the private sector are also concerned with education, health and medicine, and law enforcement. These groups and individuals have some of the same educational needs that governmental organizations have. Another facet that should not be excluded is educational agencies that provide for the education and training of foreign nationals. Gulf Coast Community College, for example, has just entered into an agreement with International Education Management Services, Inc. to provide English and electronics training to Saudi Arabian students who will become employees of Saudia Air Lines.

Implementing a Comprehensive Plan for Collaboration

The establishment of a joint enterprise in which individuals and organizations maintain their unique missions and goals and still share joint planning, decision-making, and resource utilization—in one word, **collaboration**—is essential to the community college effort. Remembering that collaboration is absolutely necessary if community colleges are to survive, educational leaders must realize that today their institutions can no longer achieve societal and educational goals by themselves. Help and support must come from others, sometimes even those formerly perceived as adversaries or competitors.

Initially, collaboration may complicate any process, but the benefits to be gained from working together will outweigh the complications. It is not the intent of this article to provide a "how-to" on collaboration; however, those setting up collaborative efforts should perhaps be mindful of the following components:

1. Identification of at least one common goal,
2. A commitment to cooperate,
3. Openness of communication by all involved,
4. Equality of power,
5. A clear understanding of roles and responsibilities,
6. A clear structure to use for meeting joint goals,
7. The opportunity for innovation.

Of the seven, the third component, **communication**, is the most essential for successful collaboration.

For a community college to fulfill its mission, it must develop and follow a comprehensive plan for collaboration. Colleges should consider governmental agencies on all levels, private business and industry, special interest groups, and other educational institutions as potential partners for collaboration and, therefore, success. It is the responsibility of the trustees to identify opportunities for collaboration and, perhaps most importantly, to ensure that a plan is developed and implemented by college officials.

Board-President Relationships

Ronald Campbell, President Emeritus
Monroe County Community College
Monroe, Michigan

When the Charter Board of Trustees of Monroe County Community College offered me a contract to become the founding president of the newly established community college district, I did not envision that I would be at the helm for twenty years.

Last year I asked for, and received, a release from my contract for purposes of early retirement. Had I not made this request, I assume I could have served until age sixty-five.

Perhaps being a founding president gives one an advantage over other presidents in that a milieu can be created in Board-President relationships that is not possible under other circumstances.

In any event, I believe a person would have to search long and hard to find as good a relationship as I have enjoyed with the various individuals who have comprised the Board of Trustees at Monroe County Community College over the past twenty years.

These people are not members of a hand-picked self-perpetuating board. They are persons from the District who are elected at-large by the registered voters at a general election which is held every two years. Each member serves a six-year term of office. Since 1964, twenty-one different individuals have served as members of the Board.

Their length of service has varied from two to sixteen years. Continuity of operation and dealings with the president have been steady and non-vacillating which in a Board-President relationship has been a very rewarding experience, at least from the viewpoint of the president.

In Michigan, the period of time between 1970-1975 was known as the time of "revolving door" presidents. It was not uncommon to attend a meeting of the Michigan Community College Association, comprised of representatives of twenty-nine trustee-president directors and hear comments such as, "Look around at the presidents because at the next meeting there are three or four who probably won't be there."

During the times when mandatory collective bargaining was taking its toll of presidents, and student and faculty unrest was prevalent, the trustees at Monroe remained united in purpose, strong in their convictions and dedicated to carrying out their elected and sworn duties.

Monroe County Community College operates from a set of Policies and Procedures recommended by the president and adopted by the Board. It is the umbrella under which the college functions. The Policies and Procedures also contains negotiated collective bargaining agreements of two unions, the faculty and the maintenance workers. The administrators and the support staff of clerical, secretarial and technicians are not unionized.

I would venture to say that if there is any underpinning on which to base successful Board-President relationships it is a clear cut, unambiguous set of Policies and Procedures.

Prior to taking office, newly elected trustees are given a Policies and Procedures Manual, and each has an ample opportunity to review the adopted Board policy statements and to examine administrative procedures developed to implement the policies. Each new trustee has the opportunity to receive assistance from other trustees as well as the president as to the rationale supporting each recommendation prior to adoption as a policy statement. Each new trustee is made aware of the importance of his/her role as a policy maker. They are also made aware of the importance of forwarding problems or questions that they may receive from the public to the president either for direct answers or for referral to the appropriate officials of the college.

One of the continued strengths of the Board of Trustees at Monroe is that from the very beginning it recognized that it was imperative to employ and pay well a chief executive officer who would administer the college and deal with the various constituencies which have either a direct or indirect impact on the institution. These constituencies include the Governor's Office, the Legislature, the local public, federal agencies, student body, staff, business, and industry.

The Board has not permitted the various groups to make end-runs, and the president has not allowed deviations from established procedures on the part of the staff to undermine or weaken the relationship between the president and the board.

Perhaps the most important factor of all is that I never tried to conceal anything from the Board. Even when the outcome was going to be an unpleasant one I was honest and straightforward.

I believe a critical point to keep in mind is that unless each person elects to have and maintain an open, honest relationship, it is only a matter of time before the relationship deteriorates and a parting of the ways occurs.

It is interesting to note that in the twenty years in which I have served at Monroe, I never had a "formal" Board evaluation. I have reviewed various publications regarding Presidential Evaluation and Board Relationships going back as far as 1967.

Some that I found interesting are the following:

"Board-President Relationships," published by the Midwest Community College Leadership Council, Eileen Herridge, Editor, 1967.

Trustee Papers, AACJC—Editorial Director Richard E. Wilson, William A. Harper, Editor, 1974.

"A New Look at Community College Boards of Trustees and Presidents and their Relationships," Francis C. Pray, AACJC, 1975.

"President-Trustee Relationships: Meeting the Challenge of Leadership," Maxwell King and Robert L. Breuder, AACJC, 1977.

"The Selection of College and University Presidents," Joseph Kauffman, AAC, 1974.

A common thread running through the various publications are mutual respect, confidence, trust, and good communication. Dr. King felt that one reason he had enjoyed successful relationships with various trustees during his eighteen years as president was that he recognized and accepted the reality that the trustees as a corporate board "are the ultimate authority."

This is not a negative connotation, but merely states the obvious. The president recommends, hopefully based on sound research, and the Board adopts policy. The president should never get into the situation where he is unwilling to change his position or to think that he is always correct.

If proper homework is done, the president will have ample data to support any recommendation that he makes. It is much

better to have large amounts of back-up data to support a position and to be able to respond to particular questions and not have to use it, than to be caught unprepared to answer questions posed by the trustees.

The administrative team must be prepared to respond when called upon. In our structure at Monroe there are three divisions of operation: Instruction, Student Personnel Services, and Business Affairs. Each of the positions is occupied by a dean at the same level of authority and pay scale.

Although at times there are conflicts due to the nature of territorial imperatives, an attempt has been made to retain a management team approach to the operation of the institution.

In the final analysis, however, the president must act as arbiter if any of the areas have a conflict that cannot be amicably resolved. The president cannot escape that ultimate responsibility. However, that comes with the turf. As Harry Truman stated, "If you can't stand the heat, get out of the kitchen."

It is, therefore, imperative that the administrative team pull together and avoid creating as many situations as possible where an occasion arises in which the president has to enforce that aspect of his authority.

As part of the operation at Monroe, the seven trustees, president and three deans occupy a seat around the Board table. Whenever specific questions are asked by any trustee, the dean in charge of a specific area is expected to give appropriate information and answers to the questions posed by the Board. The president will also participate in the discussion as it pertains to the overall operation of the institution.

This has proven to be an effective method of operation. Board meetings begin at 7:30 p.m. and usually are over by 9:00 p.m. Regular meetings are scheduled for the fourth Monday of the month except for July, August and December. When the occasion arises, special Board meetings may be called upon notification of members at least twenty-four (24) hours before the hour of the meeting or by mail at least seventy-two (72) hours prior to meeting time.

In order to have good Board-President relationships it is essential that when an institutional posture is reached everyone on the management team supports and enforces the decision. Personal feelings and opinions must be set aside once a determination and direction for action has been established.

Budget Issues and the Reauthorization of the Higher Education Act

Representative E. Thomas Coleman of Missouri

Editor's note: This article is taken from an address at the ACCT National Legislative Seminar, Washington, D.C., February 23, 1986.

Last year marked the 20th Anniversary of the signing of the Higher Education Act. Twenty years ago, Congress established a federal commitment to higher education. This commitment provided grant, work, and loan opportunities to college students, giving them the means to realize the dream of educational opportunity. At the same time, the Higher Education Act was enacted to provide resources to insure that our colleges and universities would be the very best in the world.

Over the past twenty years these programs have had a profound impact on our society. They have changed the whole pattern of postsecondary attendance. They have dramatically impacted the individual lives of millions of students, and they have positively contributed to the overall economic and social fabric of American society.

With the passage of the Higher Education Act, the concept of universal access to an education assumed a central place in public policy for higher education.

Over the past 20 years, the Federal role in postsecondary education has revolved around four major policy themes:

1. Equality of educational opportunity for students, encouraged through an array of student aid programs that emphasize educational *access* for low and middle income students.

2. A measure of student *choice* among postsecondary educational institutions through student aid requirements that take into account costs differences among institutions;

3. Support for the concept of *diversity* among America's postsecondary educational institutions, through program eligibility criteria that permit participation in all forms of postsecondary education;

4. The *meeting* of certain *special educational needs* through a number of categorical assistance programs targeted to such areas as continuing education, libraries, and international education.

Over the past 20 years, the Higher Education Act has become the vehicle for new initiatives in higher education.

During the 1970's, student aid programs were dramatically expanded to include the Pell Grant, intended to provide a financial aid floor for the country's low-income families, as well as the State Student Incentive Grant, and the Student Loan Marketing Association.

Programs designed to assist students in overcoming non-federal barriers to education, such as lack of information and academic preparation have been expanded. The original Talent Search program, has grown to five programs today, paradoxically known as TRIO.

New federal incentives in support of higher education such as graduate fellowships, cooperative education, the Fund for the

Improvement of Postsecondary Education, the Law School Clinical Experience program and support for urban universities have all found a "home" in the Act.

Over the past 20 years, the programs contained in the original Act have undergone substantial change through four comprehensive reauthorizations and numerous other amendments.

For example, the Guaranteed Student Loan has evolved into a variable rate instrument tied to the cost of money in the economy, and has become a very attractive program to lenders. The primary provider of default insurance in the program has shifted from the federal government to state guarantee agencies. A network of secondary markets lead by the Student Loan Marketing Association has developed to support the program.

The educational opportunity grant, now called the Supplemental Educational Opportunity Grant, originally contained a bonus for students who ranked in the top half of their class. Now student awards are based entirely on a student's financial need.

Most importantly, there has been a shift from an Act which primarily supported higher education through the purchase of objects, such as buildings and books, to an Act which supports higher education primarily by investing in people through student aid. The 1965 Act provided for total authorizations of almost $1.1 billion in its first year, fiscal year 1966. Of this total authorization, 68% of the funds were authorized for institutional aid programs and the remaining 32% for student aid. The largest single authorization in the 1965 Act was $460 million for grants to institutions to build undergraduate academic facilities.

Under current law, the FY 1986 Authorization for the Higher Education Act is $11.9 billion, a growth of more than ten-fold in twenty years. Of the funds currently authorized, 90% are for the student aid program and only 10% for institutional aid programs. This shift in priorities occurred in the 1972 reauthorization when an expansive institutional aid program passed by the House was rejected in conference in favor of the Pell Grant, which now provides $3.6 billion in need-based grants to undergraduate students.

It is important to note that the commitment to higher education has been a bipartisan one, with support coming from Presidents from both political parties and from Members of Congress on both sides of the aisle.

We have had a common objective—creating federal policy that expands the opportunity for motivated Americans to pursue a quality education at the institution for which they have the ability to gain admission. Access and choice—have been our key objectives.

Reauthorization of the Higher Education Act

The marathon process of reauthorizing the Higher Education Act has now slipped into its second year. During the first session of this Congress, the House developed H.R. 3700. H.R. 3700 is the product of a thorough, bi-partisan effort to reauthorize the programs within the Act. The Subcommittee on Postsecondary Education received hundreds of pages of recommendations from the higher education community, held 36 hearings on the issues and extensively reviewed the proposed legislation in a series of Committee meetings.

On December 4, the House overwhelmingly approved H.R. 3700 on a vote of 350-67. For now, the House has completed their work on reauthorization. We are waiting for the Senate to complete action on their version of the reauthorization, S.1965. The Senate is planning to continue consideration of their bill at the Full Committee level later in the Spring. The Higher Education Act must be reauthorized by the end of 1986 or the

federal higher education programs it sets into law will expire. I am optomistic that we will make that deadline, but not until very close to the end of the session.

Trends Influencing H.R. 3700

In developing H.R. 3700, the Subcommittee on Postsecondary Education attempted to address trends in higher education which emerged since the last reauthorization.

Let me review some of the features in the changing trend of student aid:

Over the last two decades Federal financial aid to students has become by far the largest contributor to student aid—almost 80 percent of total student financial aid now comes through Federal programs—and it has become an increasingly important dimension of college finance. Over the past five years, student aid programs have experienced severe financial strains.

Financial aid to postsecondary students fell during the years 1981-83 and has only stabilized since then. In Academic Year (AY) '84-85, approximately $18 billion in aid to students was awarded from all sources—Federal, state and institutional—about the same as 1981-82.

Adjusted for inflation, the total student aid awarded in AY '84-85 was almost 15 percent *less* than what was awarded in 1980-81. For example, while the maximum individual Pell Grant award has increased from $1,750 to $2,100 since 1980, the value of the grant has eroded by 16% in constant dollars. By contrast, costs of attendance at all kinds of institutions have increased faster than the rate of inflation, while family incomes have just about kept pace with inflation. This mix of costs, income and student aid makes college relatively more difficult for low-income families to afford.

Another trend to emerge since the mid-1970s is the increasing emphasis on loans over grants. The proportion of total aid awarded in the form of grants peaked in 1975-76 at 80 percent. In 1984-85, just under 45 percent of all aid was estimated to be in the form of grants. This substantial growth in the use of loans, primarily the GSL program and the resulting rise in its funding causes concern. The increase in loans may jeopardize support for all Pell Grants and other need-based grant programs.

The Pell Grant program was intended to be the centerpiece of student aid for the poor, but the size of the grants have failed to keep up with inflation or the rising cost of college. This has occurred in part because the Pell Grant program depends on annual appropriations from Congress—in a period of tight budgets and high deficits, increases have not been made. The GSL program is an entitlement—the federal government must appropriate enough funds to foot the bill for anyone who is eligible. As a result, loans make up an increasingly large part of the federal student aid picture.

Grant aid is the principal source of educational access for lower income students. The shift to borrowing among students generates concern that students are becoming overburdened with loans. Heavy debt burdens may be a factor in discouraging the neediest students, particularly minorities, from pursuing a college education. Alternatively, college graduates faced with large loans to repay may feel constrained to choose only those careers that maximize their earning power. Finally, over-indebtedness inflames the default problem and damages the integrity of the program.

The face of higher education is changing. The typical college student today is no longer the high school graduate between the ages of 18 and 22 attending classes on a full-time basis. Part-time students represent the fastest growing segment of the post-secondary population, accounting for over 5 million students nationwide. One-third of America's college and university students

enrolled for degrees are over the age of 25. These shifts in the postsecondary population have presented yet another challenge: how do we ensure that individuals who can demonstrate financial need are not unfairly excluded from Federal aid programs simply because they may be older and attending class on a less than full-time basis?

Our community colleges serve more working adults than any other segment of post-secondary education. In addition, they are providing the types of curriculum needed to meet the needs of adults. This trend is one our community colleges are prepared to face, your sector should be applauded for their outstanding efforts in this area.

H.R. 3700

Throughout the process, H.R. 3700 has faced the challenge of assuring that the needs and interest of higher education are met adequately, while at the same time meeting the test of fiscal responsibility. I believe that H.R. 3700 represents a reasonable balance between the need to control new spending and the need to provide adequate federal resources for higher education.

In the interest of space, I will forgo a lengthy discussion of the numerous amendments to the Higher Education Act which are included in the bill. I would, however, like to highlight a few important improvements contained in the bill that will impact student aid and community colleges:

H.R. 3700 seeks to advance the goal of equal educational opportunity through student assistance by several types of improvements in the balance and equity of our student aid programs:

1. it increases the maximum Supplemental Educational Opportunity Grant and State Student Incentive Grant awards;

2. it reflects a compromise regarding Pell Grant provisions, this compromise raises the maximum Pell Grant award from $2,100 to $2,400, maintains the 60% cost of attendance provision and increases student living allowances, this represents a fair mix that doesn't advantage or disadvantage any sector of higher education;

3. it requires Supplemental Educational Opportunity Grants to be targeted on students from low and moderate income families;

4. it requires that students establish their eligibility or ineligibility for a Pell Grant before borrowing through the student loan programs;

5. it provides for only modest increases in loan limits under the Guaranteed Student Loan program.

H.R. 3700 includes several cost saving measures within the Guaranteed Student Loan program, designed to keep program costs from eating away grant dollars, these include:

1. Limiting program eligibility to those students who show financial need;

2. requiring multiple disbursement loans;

3. recall of state guarantee agency advances beginning in FY 1988;

4. increases borrower interest rates from 8% to 10% during the fith year of repayment;

5. enacts series of amendments designed to reduce defaults and improve collections in the program;

6. a program of loan consolidation which provides students with the opportunity to stretch out excessive debt burdens on a graduated interest scale;

7. provisions which establish incentives for loan guarantee agencies to make additional efforts to collect on delinquent loans.

H.R. 3700 addresses the goal of equal educational opportunity by making fairer the system by which the resources of students and their families are assessed for the purpose of determining the share of educational costs they can be expected to bear. For example, the bill provides for a more reasonable maintenance allowance, particularly in the Pell Grant program.

Student assistance programs are modified to more effectively serve non-traditional students. These students—the worker changing careers, the displaced homemaker, the veteran and the adult seeking educational enrichment and career advancement—are rapidly becoming the new majority in all of postsecondary education.

1. H.R. 3700 provides, for example, that the incomes of independent students with dependents will be treated in the same way as the income of the families of dependent students for purposes of determining eligibility for student assistance. In other words, the income of families will be treated the same if they are to be used to support a child graduating from high school who is going on to postsecondary education or to support a parent who is returning to college after their children are grown.

2. In addition, H.R. 3700 extends eligibility for student assistance (except the Guaranteed Student Loan program) for less-than-half-time students; establishes a new program of Special Child Care Services for disadvantaged college students; provides loan repayment deferment for six-months of "parental leave"; and does not count the value of a family's principal place of residence as an asset available for financing postsecondary education in the case of dislocated workers and displaced homemakers.

H.R. 3700 seeks to make it easier for students and their families to understand and obtain the assistance under student aid programs.

1. it requires additional information dissemination, including a toll-free student aid information service;

2. it requires institutions to provide students with a Federal Student Assistance Report detailing all of a student's awards from Federal student financial assistance programs;

3. a smoother delivery system is expected to emerge from a provision allowing corrections of errors on Pell Grant applications to be made at the campus level.

H.R. 3700 attempts to focus the categorical assistance programs in the Higher Education Act on serving the contemporary needs of higher education.

1. Title I is refocused to provide assistance to institutions to meet the special needs of non-traditional students and students whose access to continuing education programs has been limited.

2. Title II is modified by the addition of a College Library Technology and Cooperation Grant program and the development of a needs test in the basic college library resources program.

3. Title III is revised and restructured quite substantially, this revision generally embodies H.R. 2907 introduced by Chairman Hawkins. Under the new part A, the Strengthening Institutions Program, 30% of the appropriation must go to junior and community colleges. This change is in recognition of the fact that junior and community colleges now serve more than 55% of all those individuals who go to college, and that these institutions are serving a larger number of minorities than all of higher education combined.

4. Title VII, Construction, Reconstruction and Renovation of Academic Facilities, is substantially enhanced by the creation of the College Construction Loan Insurance Corporation to increase the capital available for building and rennovating of academic facilities.

Budget Issues

The budget issue cannot help but color many decisions in the 99th Congress. The pendency of Gramm-Rudman and the 1986 Budget Reconciliation did have an impact on many of the issues discussed and decided in H.R. 3700. As we go through reauthorization, it is important that we bear in mind that to a certain extent reauthorization and budget are two separate and distinct measures. In reauthorization we are determining the priorities of federal support for higher education and developing a framework for implementing those priorities.

Reauthorization presents us with an opportunity to re-think, refine and enhance our federal programs and their processes. In the budget process, we are setting a framework for funding those priorities.

Gramm-Rudman Balanced Budget Act

In December, Congress took the unprecedented action of passing a law which would require automatic spending cuts if Congress and the President fail to agree on a budget which reduces the excess deficit over the next five years.

Because it looks unlikely that Congress will pass the 1986 Budget Reconciliation Act which comes close to meeting the deficit reduction target, cuts for 1986 are a certainty. As prescribed by the law, the President issued an order on February 1 to reduce overall federal spending $11.7 billion. To do that, all non-defense programs must be reduced by 4.3%, defense-related activities must be reduced by 4.9%. For programs that have already received their 1986 funding, that will mean a de-obligation of funds.

The programs authorized under the Higher Education Act will undergo about a $260 million cut. Our two biggest student aid programs—GSL and Pell—will take their reductions through the use of formulas specified in the law.

Gramm-Rudman requires that savings from GSL be made by increasing the student's loan origination fee by .5% and decreasing the special allowance paid to lenders by 4/10ths of a percent for the initial year of the loan.

Under Pell Grants, the linear reduction formula prescribed in the Higher Education Act will take effect, this formula reduces awards to the neediest students and eliminates awards to middle-income students who receive small Pell grants. The cut in the Pell grant program for AY '86-87 is predicted to be as high as 17% because of the shortfalls that have plagued the program in recent years.

Other higher education programs, such as the campus-based programs and the State Student Incentive Grant program are expected to be reduced equivalently.

Spending reductions for this year are considered to be small in comparison to the dramatic spending cuts that may occur in future years. The most recent Congressional Budget Office estimate on the deficit is predicted to be approximately $181 billion, therefore beginning in 1987, Gramm-Rudman calls for a deficit reduction of about $37 billion. Predictions are that this could translate into a cuts as high as 16% for higher education.

1987 Budget

It is my hope that automatic spending cuts would not have to be used in subsequent years. It would be far more preferable to

make our budget decisions using a determination of priorities rather than a mechanical across-the-board reduction. I believe that Congress must forge its own spending plan for FY 1987. Difficult decisions will have to be made.

We must carefully examine whether the programs within the Higher Education Act are meeting their stated goals, not just their fiscal or administrative requirements, and if so, we must then ask ourselves if those goals can realistically remain priorities given the seriousness of our budget constraints.

I believe that a 1987 budget should include a deficit-reduction plan which recognizes priorities for higher education programs which strengthen educational opportunity and access:

A high priority must be placed on our student financial assistance programs. Of those programs, maintaining the Pell Grant at its current services level for FY 1987 is our highest priority.

Maintaining the current level of participation in the Guaranteed Student Loan (GSL) program is our next priority; within this program there are some cost cutting measures that we have agreed to in the Budget Reconciliation process and reauthorization that can be applied to achieve considerable savings without hurting student access.

We recognize that other student aid programs play a valuable role in helping students meet the cost of attending college, to the extent possible, funding for these programs should be continued.

Programs providing categorical support such as institutional aid, international education and cooperative education, must be reviewed and prioritized.

A final word on the Administration's FY 1987 budget proposal. With respect to higher education, I believe that it goes farther than Congress is willing to go. It cuts programs by 23%, reducing expenditures from the FY '86 level of $8.7 billion to $6.7 billion in FY 1987. Many of the programmatic changes that it suggests are objectionable but some make good sense. I hope that we can see beyond those proposals which are objectionable to give adequate consideration to the proposals which make good sense.

Essential Elements of an Effective Board Retreat

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Mohawk, as my college is popularly known, is one of a system of 22 Colleges located throughout the Province of Ontario, with each College geared to the specific needs of the community or geographic area it serves. The Ontario College environments run from heavily industrialized settings, such as that of Mohawk, bordering on one or more of the Great Lakes, to more remote Colleges in the northern regions looking to the needs of a community that can vary from light or medium industry to rural and winter tourism requirements, and also provide for the local and native peoples. Each College is autonomous and under the policy direction of its own Board of Governors.

Mohawk College has a broad mix of programs in technology, health sciences, business, and applied arts consisting of over 60 diploma programs and more than 50 certificate programs. It has a rapidly changing environment reflecting the wide diversification of the community we serve.

I have been privileged to attend and participate in several Board "Retreats" over the past years. Our Board finds them extremely beneficial.

In my opinion a Retreat for the Governing Board with the senior College officials is an essential part of the Board's function, and fills a vital need. It is necessary, periodically, for senior officials and governors to get away from their regular settings, and the routines of College procedures to which they become accustomed. Many Retreat participants have told me afterward they found it very refreshing to stay over in a different location and be able to devote themselves entirely to considering the concept of their responsibility as a whole, and to undertake objective long-term planning without fear of interruption.

The benefits to the College are in terms of defined policy that is decided by the Board. This will include improved long-term strategic planning and direction for the President and the senior administrators, and the creation of documentation that is essential to a flourishing and "go ahead" organization.

It is important that the Retreat be well organized so that the Board members may achieve the best possible results. To this purpose I have indicated later in this article six major points that contribute to the effectiveness of a Board Retreat. Let's face it, a Board Retreat is a lot of work for the College staff if it is to be done properly and achieve results. In particular, the early pre-planning of a Retreat is vital, down to the utmost detail, but it pays off. Let's deal with the pre-planning first.

Pre-Planning

Some thought should be devoted to the purpose of the Retreat by the governors. What is it to achieve? What topics do they want to cover?

Because we have established a pattern for an annual Retreat, our Board refers certain matters to the Retreat agenda file throughout the year. This file becomes the starting point for developing an agenda for the Retreat.

We are proposing to tie up the valuable time of many senior people for, say, one and a half to two days, together in a conference setting and devoting themselves entirely to College business.

Obviously the mandate of the College must be considered in terms of its overall duty and obligations to the community it serves. Stemming from that, specific objectives can be identified, to be addressed at the Retreat. These would be items such as the Multi-Year Plan—goals and objectives—changes in the College environment—the budget strategies—longer term goals and objectives—strategies for the future, such as examining where our students will be coming from, what age groups will they be, what kind of educational programs should we be looking at five years, and even ten years down the road, and what services and resources would be needed.

This is also an ideal opportunity for the Board to get its teeth into specific problems that may have been plaguing the institution, but care must be taken not to overload the agenda with a variety of miscellaneous material that would be better handled by administrators for recommendation to the Board, or for resolution at a regular meeting. Decisions should be taken where there are matters that seem to indicate an emerging pattern, or require in-depth study, or that may have long-term implications, these could be considered as agenda items for the Board Retreat. This might include such topics as academic directions to be pursued in curriculum development, employment equity, professional development policies for staff, or campus developments; in short, items where a major commitment of finances and human resources have to be debated and reviewed in depth to achieve understanding and consensus among board members for resource allocations, changes in direction, etc.

Once an agenda has been formulated that indicates there is sufficient material it should then be evaluated in terms of the Board's role in these areas. The main duty of a Governing Board is to set policy, and to monitor College progress according to those policies. Anything that is a procedural or administrative matter should be removed. At this stage consideration of the essential elements can begin. I have, for convenience, divided these elements into six and this is the pattern that the Mohawk Board has followed over several years. Speaking from experience I can say it works well.

1. Planning

The President of the institution and the Chairman of the Board should set aside a period of isolated time in order for them to sit down together and review the items to be addressed by the members at the Retreat. They should consider, in draft outline the topics to be discussed, the formats to be used and what is expected of the Board, i.e. any sub-committee work, length of time per item, etc., and then from this basic structure can be determined the length of the Agenda, and rationale for the location, and other requirements of the Retreat. A draft agenda and format is presented to the Board for amendment and final approval.

2. Timing

Timing is all important. The Retreat should take place at the time of year that best fits in with the College planning cycle, and this would be dependent on what the budgetary timing needs are, the reports required for Municipal, Provincial, State or Federal Governments for funding purposes, any auditing requirements, possibly graduation ceremonies and any other needs that apply to the annual timetable of the institution.

This can be difficult to set in some situations, but it has to be resolved. It will be found that once the date of the Retreat is settled, it becomes a regular routine every year. Other matters will tend to settle in place around the timing of the Retreat. It is important

however, to choose a time which will produce maximum governor attendance with enough lead time for governors to schedule business matters, time off work, vacation time, etc. Our Board has been experimenting with weekends and weekdays over the years and has found a Thursday and Friday to be best, in February or March.

In my opinion the Retreat should not go more than two full days. It is a period of intense activity, and after two days, which will include evening work, the interest and productivity of individual members tends to decline. It is also my experience that after the second Retreat, if these are held annually, any doubts that some members may have entertained are dispelled by the achievements. We have found a follow-up critique questionnaire will help to make adjustments.

College personnel should be made aware that a Retreat is taking place, for morale reasons. The general purpose might be described by the President, and in fairly broad terms, the particular items that are to be discussed and resolved. These tactics will go a long way to dispel rumours, such as fears that the Board is meeting solely to discuss implementation of personnel cuts, and it also shows that the Board is doing its job and acting for the best interests and future security of the College.

3. Who Should Attend

All the Board members if possible, or failing that ideal, as many as can possibly attend. Sufficient advance notice is critical so that the members can make appropriate plans. It might be considered, at first glance, a good idea to include all the senior administrators who could make presentations and talk about the various areas of the College that they head up, and how each one fits into the whole. I submit this is not essential to the purpose of the Retreat.

Ideally, as few as possible senior administrators should attend, and then purely as back-up to the President, or to make specific and special presentations in relation to the specialized items on the agenda. The President should decide which administrators will attend, and oversee the development of the presentations to ensure alignment with the particular topic or the overall theme and purpose of the Retreat. Presentations should be designed to clarify and assist the thinking of the Board members. It is not good practice to add a lot of operating detail from procedural areas, under the impression the Board needs to know these things. If presentations are to be made by administrative staff they should be in summary form to allow for meaningful discussion by governors.

4. Location and Communications

The chosen location should be well away from the College—ideally many miles—in order to avoid interruptions. Some Board members may object; one may hear comments like, "Why do we have to go all the way out there when we have a nice comfortable Board Room with all the amenities, within the College?" It is the duty of the President and the Chairman of the Board to advise that the purpose of the Retreat is to provide an uninterrupted working session for the Board, for the good of the College. This may include breakfast sessions and evening sessions together. Indeed, there is a social component to a Retreat; governors and administrators getting to know each other better.

A quiet place should be chosen; downtown hotels are not usually suited to this purpose due to traffic noise, busy lobbies and the possibility of interruption. Eminently preferable is a quiet rural or small town setting away from the nearest College facility, and with comfortable accommodations for everyone. This will encourage arriving the evening before, and staying within the facility. In fact, staying there should be a firm rule. The President should advise his administrative people to relay essential phone calls only and state firmly, no visitors except by invitation.

Everything that is needed should be there; the meeting room or rooms must be comfortable, with adequate audio-visual equipment, charts, stands, etc., in place, and plenty of supplies.

5. The Agenda and Related Arrangements

It is obvious that the best use must be made of the time that is available. I suggest that general issues be placed first on the Agenda, such as Multi-Year Plans, and more specialized items such as the budget strategies, resource matters and marketing strategies follow later in the day or on the next day. Social arrangements should be blended in: lunch, dinner, a hospitality suite, and evening meetings can flow smoothly one to the other. Consideration should be given to the provision of separated dining areas for breakfast meetings, and other facilities for group discussions, sub-committee work, and plenary sessions.

The Board may want to use the opportunity of being together informally to critique its own operation as a team through an in-camera session. Our Board does this, particularly when there has been a change in Chairman and executive members.

Ideally someone should be appointed as a "Host" to oversee the entire operation, to ensure that all things are in the right place at the right time, there are no surprises, and the Retreat flows smoothly for the benefit and comfort of the Board members. This is usually a function of the Board Secretary, the President's office, or a Corporate Secretary. This person must work closely with the hotel people, preferably with a senior member of the hotel management as well, and must be prepared for emergencies and spare no effort for the purposes of the Board.

I do not say "spare no expense", but certainly there should be no question of low quality, or second-grade supplies where the Board is concerned. In negotiating arrangements with the hotel it is surprising what can be achieved with group rates, pre-selected menus and the like. Hotel and resort costs can be easily estimated prior to the Retreat and my experience is they can be closely monitored and controlled. Hotels like groups, and the financial discounts are usually substantial.

6. Afterward—The Follow-up

It should be borne in mind that the activity at a Retreat is not a regular Board meeting. Motions on the conclusions of items can be made, for recording purposes, but recommendations to the Board for formal acceptance should be made at a regular meeting. This also has the advantage of giving Board members time to reflect on serious issues, and engage in further debate within the formal structure of a regular meeting, if they wish.

The President should advise his senior administrators of the outcome of the Retreat, decisions, etc. A report should be made to the various College newspapers. The cost accountants may raise an eyebrow at the size of the hotel bill, but if this is broken down into cost per attendee, it will be found to be very reasonable indeed, in terms of the achievements and benefits to the institution. We have been able to operate two day Retreats at very pleasant settings at a cost of $4,000 (Canadian), or approximately $200 (Canadian) per attendee, not including travel (mileage).

Finally, on the basis of the information that is accumulated and the experience of the people present, plans should immediately be initiated for the next Retreat. A questionnaire can be sent out to Board members asking specific questions and the feedback can be analysed.

Summary

It is important to remember that the purpose of the Retreat is so that the Board may

better serve the College. The Retreat is for the Board, and the Board members must be comfortable in order to guide the College and serve their communities and constituencies better. Funding for the Retreat will find its way into the budget structure.

With proper and skillful initial planning, and attention to the six essential elements as I have indicated, an effective Board Retreat will be achieved, and you will be surprised and satisfied with the improvements in your institutions' governance and effectiveness.

Merit Pay and Faculty Evaluation

James L. Hudgins, President
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Most two-year colleges utilize some form of faculty evaluation. If the college is part of a state system, faculty evaluation may be required by state statute. Many colleges recognize the need for evaluation techniques to support decisions or retention, promotion, and tenure (if applicable) of faculty. As a minimum, most colleges utilize evaluation instruments to assist faculty with professional development and self-improvement. However, few colleges tie evaluation to merit pay.

An article in the November 28, 1984 edition of *The Chronicle of Higher Education* observed that only a few dozen two-year institutions in the United States utilize merit pay as an adjunct to the evaluation system. The article states that many institutions are studying the issue of merit pay for numerous reasons. One reason cited by the article is national attention, including statements by President Reagan in favor of merit pay. The thrust of the article, focuses on the demands of taxpaying constituents for accountability from colleges for funds invested. The average taxpayer correlates merit pay with accountability. This pressure is particularly intense among two-year institutions which are supported in part by local taxes.

Case Study

In this article I will share with you a case study of the application of merit pay and faculty evaluation at Sumter Area Technical College located in Sumter, South Carolina, where I serve as president. Although the program has worked effectively at SATC, it may not be appropriate for other institutions. Some background information may help you to identify with the college. SATC, located in the geographic center of South Carolina, is one of 16 two-year postsecondary technical colleges. We serve a four-county service region of about 200,000 persons. We have a broad postsecondary mission, but emphasize vocational/technical programs. Seven of our colleges offer the Associate in Arts programs. Our college is contiguous to the University of South Carolina in Sumter and does not offer the Associate Degree in Arts program. Therefore, out of fifty-five faculty, only twelve instruct general education courses. The majority of the faculty have been recruited from the business/technical sector. The business orientation of our faculty may explain, in part, their positive response to merit pay as a part of the evaluation/merit pay system. We serve 1,611 students and employ 55 full-time faculty.

Let us begin our case study of evaluation and merit pay. Some of the assumptions encountered as we began to discuss merit pay were: Good teaching cannot be evaluated; A good evaluation system cannot be developed; Division managers do not know how to evaluate good instruction; Favorites will tend to get ahead.

There is truth in all those statements; otherwise, they would not have become arguments against merit pay. Our experience suggests, however, that none of these arguments against merit pay are so dominant as to negate a merit system. Therefore, we operated from a different assumption: individual performance does, and should, make a difference in evaluation, promotion and

salary increases. Of course, salary is not the only motivator of employees. Since it is a major reason for employment, it should be an important factor in evaluation.

My comments are divided into two parts. First, I will describe SATC's faculty evaluation system. Then, I will describe the merit pay plan that supports the system.

We began our evaluation program in 1978. The college had granted across-the-board increases for faculty for many years. Our faculty are state employees, and our legislature normally determines an "across-the-board" pay increase granted as a percent of salary. At the time of our study the college was utilizing a personality inventory type of evaluation form coupled with a self-evaluation instrument. The evaluation did not relate the performance of faculty to college goals or mission.

The absence of a performance-based evaluation system had a negative impact on the more creative, dynamic faculty who were really committed to making things happen at the college. These faculty received the same salary as those who had little interest in the welfare of the college.

Three action steps were introduced:

1. A seven person committee was appointed of which five were faculty members.
2. The committee reviewed evaluation systems from other states.
3. The committee attended faculty evaluation workshops.

The committee operated on the following written assumptions:

1. Faculty evaluation and development ought to go together.
2. Evaluation that is related to promotion and merit pay should also be used for staff development programs.
3. Evaluation and merit pay ought to be broadly based covering the entire institution. (By the way, at SATC the evaluation and merit pay program also applies to administrators. The program is college-wide.)
4. It is a continuous process that ought to be tied to the reward structure.
5. It ought to be participatory with faculty involvement.
6. It ought to be legal.
7. No system is perfect.

Our first effort at evaluation followed Richard Miller's model of the weights and areas described in his book *Measuring Faculty Performance*. The initial plan helped faculty begin to understand roles, relationship, and areas of responsibility. Unfortunately, many faculty did not include some of the important optional elements in their evaluation plans. Nevertheless, we were able to reward and identify exceptional faculty. This success had a positive effect upon morale and gave us a basis for a comprehensive staff development program, which this year had more than one hundred different activities.

Also, the evaluation program helped some faculty members, who had shown over time a real lack of commitment to the mission of the college, change their performance. Over a three-year period, five faculty chose to retire rather than relate their performance to the values of the college. Over a seven-year period, we have had few serious disagreements from faculty about the merit program.

Emphasis On Excellence

From these early experiences we learned that the college needed to clarify the responsibilities of division deans, full-time faculty and part-time faculty. Further, the college needed to affirm its commitment to instructional excellence. These commitments and responsibilities were published in a document entitled "Emphasis on Excellence."

The revised evaluation system centered on three elements. (1) The job description is

basic to evaluation. A person should know what his job responsibilities are and how they relate to the college's mission. (2) Each employee develops an individual action plan. This includes president, staff, and faculty. (3) The individual action plan is related to an annual planning process which culminates in a written plan of action approved by the Board of Trustees. The president is evaluated on this plan. All personnel in the college are evaluated based on their performance on their individual action plans which are sub units of the college plan.

In a recent survey, the majority of our faculty gave a high rating to the evaluation system. They expressed the opinion that the system has inspired improved performance among faculty and encouraged them to look at their job in the context of the college's mission.

Merit Pay

I prefer to call merit pay recognition and reward because I believe there is a substantial difference between merit pay and a broad-based program that recognizes and rewards excellence. Merit pay is just one means of rewarding excellence. Our college recognizes and rewards excellence in several ways.

(1) We present outstanding service awards. An outstanding faculty member and staff member are chosen annually, and given a substantial cash award and a plaque by the college's private foundation. These awards are valued by employees.

(2) I send a birthday card to everyone who works at the college, and write personal notes to all employees about something they have accomplished in their area during the year. It seems to me that the leader of the college ought to recognize employees and their achievements. Cards and notes on special occasions is a way to do this. Also, if somebody does something significant, I try to write a personal letter to his home acknowledging his valuable contribution to the college.

(3) If a committee or task force makes a valuable contribution to the college, we might recognize their achievement with a luncheon.

(4) Those who contribute most to the college are given priority for travel to conferences and workshops.

(5) Faculty members are invited to make presentations to the Area Commission on accomplishments in their area.

(6) More than 50 of those activities in the 1985 Faculty and Staff Development Program were conducted by internal consultants; that is, people on the faculty and staff who have developed an expertise were asked to share it.

(7) Finally, their work is featured in professional journals.

Five types of merit increases are utilized by two-year colleges.

(1) The step/length in service increase is generally used by the public school systems. We do not have this approach at our college.

(2) Cost-of-living increases (across the board increases are more typical.) Our faculty are state employees, and cost of living increases are often granted by the legislature.

(3) More recently, the legislature combined cost-of-living and merit. For instance, this past year the legislature granted a 4% cost of living and a 2% merit increase. The merit funds were awarded based on performance if the college has a system to document unequal increases. The combination is the one we normally use; a few of our South Carolina colleges use total merit system.

(4) The merit system grants all salary increases based on job performance. Merit is defined at our institution as a system that gives different increases to individuals who

have the same job descriptions and work obligations; the difference is based on a systematic evaluation related to performance.

(5) The bonus system grants specify one time awards but do not increase the base pay. Our state does not recognize this important approach to merit.

Five steps are essential to implementing a merit pay plan.

(1) The first step is planning. The November 28, 1984 *Chronicle* article referenced earlier suggests a minimum of three years to develop and implement an evaluation system. I agree with this time line.

(2) Regardless of the sophistication of the system, evaluation of faculty involves judgments about personnel performance. To minimize the judgment element, we work to have as much explicit criteria as possible about what good teaching is. Thus, evaluators must be trained in the evaluation of good teaching.

(3) Faculty and administration must have open, continuous communication to make the evaluation system effective.

(4) The budget must be adequate to support the system. To have a system and no money to support merit pay becomes demoralizing.

(5) Also, an effective evaluation system requires continuous monitoring and refinement.

The problems we have encountered with this approach are that; it requires more time, it is more difficult to administer than across-the-board increases, and it is always with you—it is on-going and continuous.

The advantages of an evaluation and merit pay system are three fold: The employee is held accountable for what he/she accomplishes, and the supervisor is held responsible for judgments made. It encourages employees to make a maximum effort to coordinate their activities with the college mission. It recognizes and rewards individuals.

I conclude with a quote from Michael Labuff's new book on *The Greatest Management Principles in the World*, "The thing that gets rewarded gets done."

Roles and Responsibilities of College Trustees: Minority Trustee Perspectives

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Editors note: Major portions of this article first appeared in Active Trusteeship for a Changing Era, New Directions for Community Colleges, No. 51, G.F. Petty (Ed.), 1985.

Community colleges have outgrown the status of simple institutions, many have become large, complex organizations grouping together students, faculty, and administrators with a wide range of ideas and backgrounds.

Because of its very nature and function the college is set apart as a unique social system (Bawler, 1962). One unique aspect of the organizational structure of the college is the lay governance system. Considerable attention has been given to the trustee and lay governance in the literature of higher education; however, there is little information in the literature concerning minority trustees' influence in the community college movement.

The direction of institutions of higher education with regard to quality and type of education provided to students, especially women and minorities, is rapidly undergoing numerous changes and acquiring new dimensions. In our continuing effort to improve the quality of higher education, it is necessary to assess the roles of those individuals who govern our educational systems. "The trustees do not administer the institutions, but their important task is to see that it is well administered." (Stauffer, 1983, p. 7)

Who does the community college serve? When one examines the specific groups served by community colleges, one finds that more than half of all entering freshmen, half of all the women seeking higher education, and more minorities than all of the four-year colleges and universities combined are currently being served. Higher education analysts have projected that 35-40% of the population will be minority in the next one or two decades. The continued prosperity and well-being of this country will be very seriously threatened if our educational system, particularly our higher educational system, does not provide adequate access, training and education to our minority students.

At an AGB National Conference on Trusteeship, the experience and concerns of minority board representatives were discussed. John King, a trustee of the College of the Ozarks, distinquished visiting professor at the University of South Carolina, and former president at two universities stated, "Being a minority trustee on any governing board is a severe test. Serving on a board that is predominantly white or black or otherwise racially preponderant can be more than a minority member with dignity—of any extraction—can tolerate. However, such service need not be an overwhelming difficulty; I have seen crucible situations develop in some instances, ennoblement in other." (King, 1984, p. 21)

Trustees, more than anyone else, play a significant role in determining the character of higher educational institutions. Because of the trustee's role in shaping and developing the direction of higher education, a time of expanding minority enrollment is an oppor-

tune time for the total educational community to give greater recognition to the importance of minority trustees and to study more carefully the responsibility, authority and powers delegated to these trustees.

It is timely that the concerns of community college minority trustees are properly registered and received. This article is designed to provide the educational community with a view of the major concerns and issues of community college minority trustees.

Of the estimated 4,000 community college trustees, approximately 400-450 are minorities. It is important that some printed information about minorities is developed. The higher education community needs to know who we are, what our concerns are, and our interest and commitment to meaningful and quality education. Minority trustees are not well represented or distributed—they often serve singularly or on boards that are almost exclusively non-minority. Therefore, their collective opinions are most important.

One hundred thirteen minority trustees responded to a "Community College Appraisal Inventory." Males constituted the largest portion of the population, (59.2%) as compared to (40.7%) female respondents. The survey showed that 79% of the minority trustees were Black; 10.7% were Hispanic; 3.6% were Indian/Native American, 4.4% were Oriental/Asian American; and .9% were "other." Within racial groups the male-female ratio is as follows: Blacks—58.6% male and 41.3% female, Hispanic—81.8% male and 18.1% female; Indian/Native American—50% male and 50% female; Oriental/Asian American 60% male and 40% female.

In the area of occupation, 25.9% serve as administrators, and 18.5% each in business/managerial and professional positions. The majority of the minority trustees were in the age range between 41 to 50 (32.6%) and 51 to 60 (30.6%). Together these two ranges accounted for 63.2% of the trustees. Over 68.3% have a baccalaureate degree, more than 56.3% have done some graduate work with 42.5% completing a masters degree. The salaries of over 50% of the minority trustees were in two groups: 27.4% in the $45,000—$60,000 range; 23.4% in the $15,000—$30,000 range. However, an additional 21.5% were in the $30,000—$45,000 range; approximately, 5% were $15,000 or under and 10% were $75,000 and over.

Minority trustees usually had lived in their community college district for a number of years: 47.5% for over 30 years and 68.8% had lived in the community college district 20 years or more. Even though minority trustees lived in their district for long periods of time, they were relatively new with regard to time served on the board; 65.4% have served five years or less and a cumulative 84.4% have served less than 10 years.

Friends (16.7%) and political party organizations (14.2%) were two groups that provided these trustees the most encouragement to run for the board of trustees. "Deciding pretty much on one's own," was the third choice with 11.8%. Nearly three-quarters (72.5%) of the minority trustees ran for the board as individuals rather than as a part of a formal or informal slate. An overwhelming majority of 82.5% would seek re-election if they had to make that decision today. Minority trustees judged the three most important characteristics in a community college trustee to be; 1) sufficient time for duties, 2) stature in community, and 3) ability to compromise.

When asked to compare their present board with past boards in their districts, 57.9% of the minority trustees felt that the present board was rated as poor in representing the views and opinions of district citizens and 49% felt the present boards were poor in providing leadership for the district. The greatest obstacles that inhibit boards from achieving their goals were perceived by the trustees to be money (57%) and state bureaucracy (33%).

When minority trustees were asked to rank programs or curricula they believed their colleges wanted to receive more emphasis, as compared to those the minority trustees felt were most important, the data showed some differences. Minority trustees felt that vocational/technical programs were most important, two-year transfer programs were next, and continuing education/adult education was third. The two-year transfer program was the clear leader in choice of the minority trustees' perceptions of the program the college wanted to give more emphasis. Vocational technical training and retraining programs for the unemployed were tied for second as choices of the trustee perception of college priorities.

Over 75% of the minority trustees indicated that the community college should really focus on the following issues:

1. Intensify their efforts to secure private contributions for financing operations.

2. Approach local businesses for funds to finance operations.

3. Increase state funding for economic development activities.

4. Host regular informal discussion sessions for community members.

5. Be as concerned about the personal values of its students as it is with their intellectual development.

6. Add only new programs that the local community has demonstrated a proven need for.

In the area of trustees' activities and effectiveness of activities, 92.7% felt that influencing state legislation impacting community colleges was the most important activity and 86.3% rated their effectiveness as good to excellent. The next most important activity was liaison with the executive branch, indicated by 91.8% of the respondents, with an effectiveness rating of good to excellent given by 85.4% of the respondents. Another activity perceived as important by the trustees was the monitoring of state legislation that impacts community colleges as this activity received 85.4% consideration and 83.6% thought the effectiveness in this activity was good to excellent.

In lay governance, there is a great deal of interest in the factors or groups that exert influence on trustees' decision making. Minority trustees (80%) reported that they were influenced most by the president/chancellor. Other trustees in the district were the next most influential group, as indicated by 51% of minority trustees. However, the perception of the minority trustees as to what factors or groups influenced their fellow board members differ from the factors or groups that influence the minority trustees. Ninety-three percent of the minority trustees felt that college administrators other than the president/chancellor were the most influencing group on their fellow board members. Faculty members were perceived to be next in influence by 67% of the respondents.

As to what areas were in closest agreement with their opinions concerning the roles of boards of trustees, minority trustees identified nine items or areas being major roles of a board of trustees. Each of these items or areas were agreed or strongly agreed on by at least 80% of the minority trustees. The following list gives the items or areas in descending rank order of agreement (from the highest % to the lowest %).

1. The board should have a concise set of bylaws which provide clear duties for the officers of the board and spell out the procedures by which the board transacts its business.

2. The board members should use their status in the community to bring about better understanding of the college's aims and programs.

3. The board should have an orientation program for new members to familiarize them with board policies and goals.

4. The board should evaluate the chief executive officer annually.

5. Working relations between the chief executive officer and the board are clearly defined and understood.

6. Board meetings should be characterized by free discussion, general participation and active thinking together.

7. The board should not allow faculty members to have a voice in formulation of district policy.

8. Board meetings should deal primarily with policy formulation, review of plans, making board authorizations, and evaluating the work of the district.

9. The board should not conduct an annual review of its own organization and work.

Regarding the board having the authority to release faculty/staff for making statements or engaging in activities which the board interprets as detrimental to the district, approximately the same number of the minority trustees strongly agreed as strongly disagreed on the role of the board of trustees in this matter.

Another finding of the study was the minority trustees' ranking of the responsibilities of board members in order of importance. The listing is as follows:

1. Establishing institutional policies.

2. Selecting and terminating, if necessary, the chief executive officer.

3. Evaluating the performance of the chief executive officer.

4. Establishment of a budget.

5. Fulfilling trustee committee assignment.

6. Serving a public relations function for the college district.

7. Communicating the needs of the district to state officials.

8. Taking personnel actions, including the hiring and firing of administrators and faculty.

9. Determining if the college district is meeting the needs of community groups.

10. Deciding on changes in the curriculum.

Minority trustees are well-educated, and long-time residents of their community college districts. They are in administrative, professional and business/managerial positions; are knowledgeable about educational issues and are committed to providing quality education to all our students in higher education, but they have special concerns about minority students.

As observed by Arthur C. Franzreb (1984), it is a conscious process for one to become an effective leader and that one's capacity to plan, judge, encourage, and perform is built through a series of logical steps. It is difficult to fully contemplate the new dimensions of structure and productivity our society is rapidly moving toward. Our society could quickly become obsolete should we attempt to preserve the status quo. In order to meet our unprecedented challenges, we must have unprecedented leadership.

Minority trustees are requesting and expecting to receive their share of the governance responsibility for community colleges. Community colleges reflect a need for strong and effective management. There is a dramatic alteration too of the traditional academic landscape—more minority students, more high technology programs, more women students, and fewer resources to support our programs.

The future of our country will depend a great deal on our ability to work together and meet the educational challenges of today and tomorrow.

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The New "Critical Thinking" Movement

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The topic "Critical Thinking in America's Schools and Colleges" has been the subject of intensifying discussion during these past three years, enough so that there is a very strong move in the country toward incorporating critical thinking as a subject into the curriculum.

Notably in California, students who graduate from state colleges and universities must now show competency in critical thinking; that is to say there is an executive order which directs that all two and four-year colleges and universities must identify how specific critical thinking activities are included in the curriculum. In FY '85 eighth grade students are being tested on *their* knowledge of critical thinking.

The impetus has evidently come from business and industry which stated, "You are sending to us people incompetent in making decisions, in reasoning ability, and in creative and critical thinking." In California this had led to identifying specific reasoning skills which should take place, and to then testing for these skills. Some college instructors advocate separate courses in critical thinking; however, the current majority advocate the incorporation of the critical thinking process in every course.

Following are the ideas of some of today's leaders in Critical Thinking.

Richard Paul, Sonoma State University, (in *Educational Leadership*, Winter, 1984)...The training of critical thinking in one's early life is extremely important. Short range goals in teaching should be to assess students' reasoning abilities with such as the Glaser-Watson tests; teacher training in critical thinking is essential; instructors must teach students developmental skills in critical thinking, and work within the curriculum.

Some long range goals should be to integrate dialectical activities into the curriculum such as in the way students are taught, emphasize principles instead of procedures, and recognize that communicative skills are basic to all student learning.

Neil Postman, New York University... Postman states that Bacon, Milton, and Lippman assumed that if one had information s/he could differentiate truth from falsehood. In the 20th century, imagery (particularly with 800 TV commercials per week being viewed by our young people) should be a concern. We must distance our youth from American trivialities: help students to understand the form and discourse of education, and to investigate the media and determine what are the epistemological biases of the media. Postman further suggests that Huxley's *Brave New World* has been more important in recognizing our current status than Orwell's over-popularized *1984*.

He also says that a liberally educated person assimilates the locale, and that the school must be in a dialectical view with its community. He promotes the concept that if the community wishes to have certain things performed, the school should deliberately perform the opposite. He says that schools should act as an intellectual ballast to whatever is in the locale and quotes from Cicero that the purpose of education is to free the student from the present.

Dr. Vincent R. Ruggiero suggests that in designing critical thinking objectives and exercises for college courses, the following should occur:

A. Intellectual Habits, Attributes and Skills Essential to Liberal Education:

1. Control over direction of one's thoughts.
2. The habit of reasoning instead of rationalizing.
3. Intellectual curiosity.
4. Willingness to defer judgement.
5. Perceptiveness in listening and observing.
6. Skill in analyzing arguments.
7. The habit of looking for the neglected side of the issue.
8. Willingness to re-open old issues.
9. Skill in recognizing fallacies.
10. Sensitivity to important distinctions.
11. The habit of assessing one's own arguments for strength and weaknesses.
12. A systematic approach to solving problems and evaluating issues.

B. Objectives for Critical Thinking:

1. Understand which habits and attitudes corrupt thinking and which enhance it, and cultivate the latter.
2. Become more familiar with one's own thought patterns in order to resist the temptation to be irrational or to follow custom unquestioningly.
3. Recognize errors in one's own thinking and other people's thinking (tactfully discussing their's with them).
4. Become proficient in the approaches of creative and critical thinking.

C. Steps in Solving Problems and Evaluating Issues ("The time has come for two avenues of teaching to come together: philosophy and cognitive psychology. It is the time for critical thinking to emerge."):

1. Identify and express the problem or issue.
2. Investigate the problem or issue.
3. Produce possible solutions or arguments worth considering.
4. Draw conclusions and evaluate reasoning. (Check for truth and validity.)
5. Refine solutions or arguments.
6. Anticipate others' objections and build a persuasive case. (See Ruggiero's book, *The Art of Critical Thinking.*)

David Perkins, Harvard University...Professor Perkins suggests that any design—be it architectural, in nature, or in critical thought—has these four questions which must be answered, and he calls them a "design frame":

1. What is the purpose?
2. What is the structure?
3. What are model cases of this thing?
4. What are the arguments?

As an example he uses the simple thumb tack, and states its purpose. He discusses its structure showing the item as being a model case, and draws arguments for and against the development of the design. He

then uses the same framework for discussing a pencil and then a poem, showing that if the design is valid the four questions can be answered. The inference is that critical thought is in itself a design which should therefore be able to be examined following the same four steps.

John Sabini and Maury Silver of the University of Pennsylvania suggest that students must be trained how to confront authority when the authority has exceeded its limits. Social pressures work on us, like it or not, believe it or not. We work under illusions; good people don't do bad things; there are moral and ethical responsibilities; people do not have choices; we tend to recruit assistance from those who support our own positions. Authorities, like everyone else, need to be corrected if they are incorrect—that is, when going beyond their domain. Authorities resent the questioning of their authority because they do not feel they should be treated as everyone else. Power is as important as reason, and education is power.

Anthony Blair, the University of Windsor, supports Richard Paul's *Dialectical Thinking* and states that there is no confirmed overview to critical thinking. Therefore, he suggests that recommendations to teach critical thinking should be considered proposals rather than recommendations. In examining Paul's criteria, he states:

1. When one argues a case on either side, it must be viewed from a global-worldly perspective; from different interests. (Reviewing the Revolutionary War not only from the American point of view but from the British, the American Indian, etc.)

2. View it from a variety of disciplines. (Law, morality, medicine, political science)

3. Finally, one must assess positions from a global point of view.

Stated another way:

1. We must transcend our objections and understand opposite views,

2. We must consider other disciplines, and

3. We must determine the relevant importance of each of the arguments.

America's community colleges are constantly being tested for their efficacy. Their response to local as well as global adversity and diversity (and more recently decreasing funds in the face of increasing demands for excellence) has more often than not shown their resiliency, their credibility, and their whole-hearted dedication to performance. Surely no other segment of education has responded so swiftly or so deftly to the increasing demands being made upon them.

Yet there appear still more demands, and bubbling to the top among them surely is that which requires a focus upon the skills of critical thinking. Be the requests for arts and science, high or low technology including statistical process control, flexible manufacturing systems, or the newest "Just In Time" programs, there seems to be one common denominator: the need for the skills of critical thinking.

It will do community college presidents and trustees well to focus a greater share of attention on this topic for it will not go away and it surely will provide a basis for changing the manner in which we cause learning to occur if we are, indeed, to help each person learn—individually.

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What's a Nice Community College Like You Doing in a Place Like This?

Howard A. Berry, Director
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The title question, in one variation or another, is often brought up when community colleges and international education are connected.

After all, aren't our local areas and constituencies what is meant by the community portion of our name? Isn't our function to respond to and serve these local needs?

Why in the world—so to speak—should we have strange-looking students with odd-sounding names wandering around our campuses? Why should we bring new content to our courses and curriculums when the syllabuses have been written and taught from for years—sometimes many years? And, most certainly, why should we have scores of our students around the world in a dozen or more countries whose location many of us are not even sure of—and getting credits for it in the bargain?

There are several ways to respond to these questions. The French poet, Paul Valery, has put it succinctly, "The Future is no longer what it used to be."

The world we live in today is not the world we were educated to understand. It is an interrelated world in real and basic terms. There are few, if any, safe corners in which insulated people can hide. Pollution appears in the middle of the oceans; the turning of a valve in an obscure sheikdom affects the daily lives of our neighborhoods; a poor harvest in Eurasia throws ripples throughout global economies. Cultures interact as never before, transportation is rapid, communication is instantaneous, populations mobile.

John Naisbitt in his work *Megatrends*, and others as well, have clearly delineated the changed global realities, and hinted at the shift in perception needed to deal with those realities. The great symbol of that shift in perception of ourselves in relation to the world is a photograph taken in our lifetime, the famous and beautiful picture of the earth as seen from the moon. There are no lines, no boundries; just the single, incredible blue-marble ecosystem hanging against a black heaven, with all of us integral to its survival—and our own.

The world impinges. The community can no longer narrowly be defined as our local county, region, or even Western Civilization. It is, literally, economically, politically and culturally, the world. And it is the imperative of education, as it has been in all ages, to seek to understand the condition we find ourselves in, and to introduce our students to that understanding—and that world.

The basic point of all this is that the question we started with is not only out of touch with reality, it is out of date. It is a question I myself posed in an article for campus publication in 1976. Despite the authorship I'm pleased to say that it has become increasingly irrelevant.

Community colleges are rapidly and in increasing numbers recognizing and taking on the crucial role they have to play in making central to education international/intercultural knowledge, understanding and experience.

The needs for this are clear. In an extensive survey of 3,000 undergraduates at 185

institutions across the United States, The Council on Learning got the following results from 101 questions on general international knowledge: seniors scored 50.5; freshmen 41.9, and two-year students 40.5. Some 40% could not locate Iran or El Salvador on a map, and a majority said that they had learned more about the world in high school than in college.

If global awareness is an imperative for the educated citizen in the contemporary world, community colleges are most certainly a major vehicle to accomplish this. With some 1300 institutions in the U.S., enrolling over 50% of those in higher education; with their extensive experience in community outreach and interaction; and with their flexibility and creativity in regard to new pedagogies, community colleges are surely in a leadership position—and with the corresponding obligation—to help create the populist world-mindedness which is called for to help citizens function responsibly in light of today's and tomorrow's global realities.

Which brings us to the focus of these remarks, the role of international concerns in relation to the liberal arts curriculum. In light of my following points, however, I'd like to restructure that proposition. The immediate reaction to the term "Liberal Arts" is to think of a number of disciplines, and to the word "curriculum" to think of accompanying course descriptions. I'd like to suggest an alternate perception, that we step back and look at these terms as the camera looked at the earth. That we think of the liberal arts not as a set of disciplines but as General Education, and of the curriculum not as course descriptions but as all that creates an atmosphere of learning—courses, campus and co-curricula activities, community relations, and off-campus experiences. It is, I believe, from this vantage point that the essentially artificial distinctions between liberal arts and technical programs disappear, and the real value of international/intercultural concerns emerges as basic to all studies, to civic responsibility, and to the educated citizen. As Harlan Cleveland has put it in his appropriately titled article, "Forward to Basics," "The widest and most neglected frontier of U.S. educational reform is no longer international studies. It is a global perspective on *all* studies."

Based on that redefinition I'd like to present a "tick list" of programs, activities and services that community colleges could engage in to create such a total atmosphere.

I'd also like to emphasize a couple of points. The following suggestions are not speculative. In sum or in part they are actually taking place at numerous community colleges. Additionally, if I refer to my own college, Rockland, it's not for "show and tell" purposes but because over the last 16 years Rockland has developed an intentional and holistic strategy in these matters, seeing them as parts of a total ambience of international/intercultural awareness which is stronger in its synthesis than any of the individual components. Presenting international studies as a set of disciplines based in a department, or as an academic major with specific courses, is in the main best left to universities. What we are talking about is creation of an international/intercultural climate, which does not set these issues aside as something to be engaged in by those who specialize, but rather brings these issues and concerns into the natural mainstream of the college, for all students, faculty, staff and community.

International Students

The presence of international students on a campus and in a community can be a powerful and valuable means to this end. Community colleges are often an ideal way for many of these young people to enter our educational systems. For those from Third World nations particularly, the programs of intermediate technology and business are exactly what are needed in the home country. While here they can be important intercultural resources for students on the

campus, in the classroom, and with community groups. The living presence of these students can be far stronger than any abstract studies.

The Curriculum

Many strategies can be accomplished without setting international studies aside in a separate department or developing new courses which may lack enrollment. An effective means is through "infusion" strategies, bringing international, intercultural, or global content into existing courses. The ubiquitous Western Civilization could broaden to include other cultures and civilizations; English could use Third World writings to illustrate principles of writing; science studies could bring in problems dealing with the global environment or ecology; mathematics could incorporate actual examples of figuring and statistics involving land use and demographics from other countries. The possibilities are almost endless. The Nursing Department at Rockland has developed a required intercultural dimension in its curriculum aimed at dealing with immigrant populations.

Languages

In a time when language studies are declining scandalously, there is evidence at the same time of a great thirst for language learning among the general population. Is the difficulty perhaps in our pedagogies and content? At Rockland we have developed a self-study and native-speaking tutor program which presents some 50 languages to almost 400 students each year. Not only does this stimulate language study in general, it also provides links with local business wanting these skills for employees.

Co-Curricula Activities

Formal studies can be accompanied by a wide variety of non-formal campus and community activities. Cultural Affairs offices can intentionally schedule international groups; international students can initiate international festivals; faculty committees can plan "theme semesters" which bring in speakers, films, seminars to focus on a particular global problem or area of the world.

Faculty Exchange and International Development

From existing contacts, or those developed once into international endeavors, many opportunities for professional exchange with counterpart colleges in other countries present themselves. This can have a refreshing effect upon faculty, allowing them to bring back to their classrooms and students the results of such an experience. It can also lead to development opportunities, especially with Third World countries, building on the unique strength of community colleges with technical and career programs which contain the very type of intermediate technical training needed in these nations.

Community Linkages

International concerns can be a prime vehicle to bring community colleges into direct liaison and cooperation with local communities. At Rockland we provide college validation for jointly-designed studies in Global Crises and Economic Societies presented at one high school; at two others we again have jointly designed validation in language and culture for study visits to Spain and the Soviet Union. Our faculty and local business people meet regularly in seminars designed to provide resources for an International Trade Association.

Study Abroad

Overseas programs tend to be both the most obvious and visible of international activities. The days when study abroad was the territory of the Junior Year of the four-year institution are long past. Through existing consortial program-sharing structures developed by Rockland in affiliation

with other colleges, some 400-500 students and community people participate in semester/year or short-cycle programs in other countries each year. Worth particular note in this category are the newly-developed service-learning programs. Service-learning gives students a direct and immediate international/intercultural opportunity by placing them in an experiential learning situation in a service agency or community project in another country. Current programs, and students in them, exist in England, Jamaica, Ecuador, and the Philippines, with similar programs planned for Israel and Africa. These programs provide a very powerful combination of cognitive and affective learning, along with an individualized pedagogy linking learning to service. A word of caution in regard to study abroad should be noted. Despite the apparently impressive numbers, it still represents only a fraction of our total student population. This emphasizes the need for the other dimensions, in order to bring international awareness into the mainstream for all students.

These examples should suffice to make the point about what a community college might do to move itself into the international arena. A college might choose one, or several, of these possibilities. My own advocacy, as I've said, is for a holistic strategy. One part reinforces the other. International students can be resources and help with culture and language studies; language studies can be part of the predeparture preparation for an overseas experience; the overseas experience can generate anticipatory enthusiasm and interest, and advocacy on return; the infusion into the curriculum threads its influence into all studies.

What about implementation? Are there not financial and other problems involved? The answer here, in honesty, is a firm yes or no. On the one hand no, because many of these activities can be implemented with little or no extra cost, or can be made self-sustaining. International students and study abroad can attract new populations which generate income; existing consortial program-sharing structures allow new colleges to have their students participate immediately in overseas programs without extensive setting-up and administrative expenses; grant funding is available in many areas for developmental work.

On the other hand, yes. If one is to do these things "twere best they were done well." Colleges, for example, which have attracted international students merely for the revenue they bring without providing necessary support components have left a sour taste. Some investment may have to be made in administrative, faculty, or facility resources. Each college should carefully analyze its needs, motivation and commitment carefully, and develop an intentional strategy based on its own realities.

Given all that, however, an overriding imperative still remains. Colleges, in my estimation, have an obligation to stand for something, even if these somethings are not in all cases harmonious with ledger-book categories. If international issues and world-mindedness are seen as basic to our educational mission, then the only obstacle is the desire to do something about them.

If we truly believe that international literacy transcends particular courses or subjects, that it is a cast of mind and awareness which is basic to the educated person in the contemporary world, then the rationale for the approach I've suggested falls into place. Equally, its relation to the liberal arts becomes clear. The original purpose of the liberal arts was not to be a series of subjects, but rather a set of attitudes, perceptions and consciousness about oneself and one's world. In this way international literacy and the liberal arts profoundly relate, and the vital role of community colleges as the populist branch of the educational establishment becomes clear.

And this is where the role of administrators and boards of trustees comes in. Their support is vital to fostering the enthusiasm which is to be found at every campus. Whatever initiative Rockland may have with these matters is largely due to the leadership and support given by administrators and trustees over 16 years. If a board wants something to happen at its college, if it sees its mission as providing educational leadership, then those things will happen. Clyde Sakamoto, Director of AACJC's International Office, has said: "We are on the threshold of major developments in international education for community colleges." Whether that threshold is crossed, and to what degree and in what numbers, depends heavily on the vision demonstrated by boards of trustees.

Cooperation Among Secondary, Two-Year and Four-Year Institutions

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The State of Florida, as all states, actively encourages cooperation between all levels of the educational enterprise in the pursuit of efficiency and effectiveness in meeting the educational needs of our citizens.

At the boundary between K-12 and postsecondary education, the State encourages such programs as Advanced Placement, early admissions, and dual enrollment, which is generously funded for both sectors at a level sufficient to encourage participation by the school districts and postsecondary institutions.

Perhaps Florida's greatest and most unique contribution to cooperation between the various levels of education, however, is the combination of efforts to facilitate smooth articulation between public community colleges and state universities. More than any other state, Florida relies on the 28 community colleges, working in a two plus two system, to provide the primary access for the first two years of baccalaureate study. In an analysis published a few years ago, Kent Halstead of the then National Institute of Education reported that fifty five percent of the students enrolled in Florida public institutions of postsecondary education were enrolled in community colleges. Only California with fifty eight percent exceeded this proportion of students. Yet in California a very small proportion of these students reportedly continue their education in the two state university systems. (In August 1985 this proportion was reported verbally to be less than five percent). More than half of the upper division students enrolled in Florida's nine state universities began their postsecondary career in our community colleges. Less than one fourth of these upper division students, by contrast, were native to the university.

While state universities perform their threefold mission of instruction, research, and public service, and traditionally maintain a limited admissions policy, community colleges have evolved, as you know, around a philosophy of providing a variety of educational opportunities to a broad spectrum of the community. College transfer and vocational programs are offered along with a variety of non-credit courses. The impressive growth and the aggressive recruiting of nontraditional students by community colleges is reflected in such national statistics as a doubling of enrollment from two to four million students between 1970 and 1980. Most of these students attend on a part time basis and in Florida the median age is twenty seven (twenty four in college transfer programs).

This expansion of the community colleges has been a response to the increased demand in the population for postsecondary education. As the need for higher education credentials grew, the limited capacity of the existing four year colleges and universities proved insufficient. Furthermore, many of the new clientele who had begun to stake a legitimate claim to higher education were unable to attend for various reasons, including limited monetary resources, lack of geographic proximity to existing institutions, or insufficient academic credentials. Perhaps a primary reason for their rapid growth is the community colleges' willingness and

preparation to deal with issues of educational equity.

The apparent failure of secondary schools to adequately prepare their own rapidly increasing student bodies for college work, which has triggered numerous recent reforms, required a compensatory and diagnostic way-station prior to students' matriculation in university upper division programs. Students who may have experienced difficulties in secondary schools are provided a second chance for learning and advancement. Talented students who cannot afford a full four-year college or university program are provided an opportunity to continue working or remain at home while they begin their higher learning.

The community colleges also have developed a well-deserved reputation for an emphasis on teaching, without the routine distractions of research, and on individualized attention to students. In Florida the largest student/faculty ratio for a community college in 1983-84 was 25 to 1.

So, as mentioned earlier, the primary point of access to postsecondary education in Florida, including the first two years of baccalaureate education, is the community college system. This heavy reliance on the two-plus-two system requires a highly developed articulation process, at the heart of which is a formal articulation agreement, contained in state law and rule since 1976, and overseen by a standing Articulation Coordinating Committee chaired by the Deputy Commissioner of Education. The membership of this high level group includes a community college president and academic vice-president, the academic vice-chancellor of the State University System, and the academic vice-president of one of the state's major universities, among others. The articulation agreement assures that any Florida student who successfully completes an Associate of Arts degree at a Florida public community college will be *guaranteed* admission to *any* state university. Obviously such an agreement requires also a guarantee by the community colleges to provide a certain, fairly prescribed, type of general education. The agreement includes this prescription, and the Committee hammers out any disputes.

Quality control measures include the College Level Academic Skills Test (CLAST) which requires every Associate of Arts recipient and any student, transfer or native, desiring entry to a university upper division to successfully demonstrate a level of communication and computation skills adequate to perform upper division college level work. In addition, AA candidates as well as university lower division students are required to complete twelve hours of humanities which include written work of at least 6,000 words per course, and six hours of mathematics at the level of college algebra or above.

Within the articulation agreement, and with the approval of the Committee, the state universities have identified 166 programs as being of such high demand, or as having such restricted resources that access must be limited by various means. The articulation agreement does not, therefore, guarantee access to these specific programs, and some community college persons have expressed concern that university native students may receive preferential treatment over community college students in admissions. Actually, in the last term for which data are available, university native students accounted for only thirty percent of the students registered in limited access programs, whereas community college AA recipients accounted for thirty-three percent, and all community college transfer students combined accounted for forty-five percent of students registered in these programs. (All other transfers accounted for the remaining twenty-five percent).

An essential ingredient of the successful operation of the articulation agreement is the Florida Statewide Course Numbering

System which has been in operation for more than ten years now, and which uses 157 faculty subject matter task forces to examine courses offered at all public community colleges and universities and to assign common course numbers and profiles to these courses. These task forces rely on an examination of prerequisites, intended students, level of complexity, content and the depth and detail with which content is treated in a course, and outcomes in the categorization of courses. Instructional procedures and delivery methods and the decision of whether or not to offer a course remain institutional prerogatives and are *not* considered when determining course equivalencies. More than 55,000 courses were on file in 1983 with approximately 12,000 requests for modifications processed each year.

In recent years the system has been expanded to include all adult postsecondary vocational courses offered by community colleges and public school districts, as Florida has a mixed system for providing these types of opportunities. Operation of this system is accomplished by a director, four professional and two support staff members. This common course numbering system not only permits the functioning of the articulation agreement, but also allows for special articulation efforts such as a joint catalogue between the University of West Florida and Okaloosa-Walton Junior College to provide completely articulated baccalaureate programs away from the home campuses of both institutions. In addition, this system is at the center of a current effort to develop a computerized student academic advising system for use by all of the state's community colleges.

Articulation between postsecondary and secondary institutions is enhanced in other ways. I have mentioned Advanced Placement, dual enrollment and early admissions, procedures which we all use. In Florida, Advanced Placement is encouraged through state funding at 1.3 times the base student allocation. Dual enrollment is encouraged through full state funding for both the school districts and the community colleges.

Florida has also developed a requirement for all public postsecondary institutions to provide "feedback" information to state high schools about the progress of their graduates, with particular reference to students referred to remedial or developmental programs, which are now concentrated at the community colleges and one university under the title, College Preparatory programs.

All students admitted to Florida public community colleges and state universities as entering freshmen are evaluated on an entry-level placement test as to their basic computational and communicational skills. Those found deficient are placed in College Preparatory programs, for which financial aid is available but credit toward a degree is prohibited. Universities, with one exception, are required to contract with local community colleges for this developmental instruction for those university students who demonstrate deficiencies.

Finally, the State has developed an innovative grant program to facilitate cooperation between and among postsecondary institutions and between the educational community and the business and industrial community. During the past year the Legislature appropriated nearly half a million dollars to provide seed money for several consortial and other projects throughout the State. One example of the kind of cooperative project funded through this program is the Council for Interinstitutional Planning (CIP) in Jacksonville, a consortial effort of a public university, a public community college, an independent liberal arts university, and an independent historically black college. The Council played an important role in facilitating communication between the institutions during a period when a lower division was added to the state university. Foreign language instruction was offered by the

independent university at the state university and the community college to augment their programs and avoid unnecessary duplication. In addition, an inter-library loan process was established, along with an international education cooperative and other initiatives.

Two final examples of intersector cooperation come to mind. In Tallahassee, where I live, Tallahassee Community College and Florida State University have developed agreements whereby TCC students may participate in a wide variety of activities at FSU, including full membership in such organizations as fraternities, sororities, and the FSU marching band. On the academic front, Pensacola Junior College has developed formal agreements with several state universities to guarantee four-year scholarships to highly qualified students. The community college uses foundation funds to provide for the first two years, while the state universities agree to provide for the second two years. For this system to work, PJC has identified those qualifications required for specific SUS programs and sought students who meet these qualifications. This program allows PJC to recruit top students for their honors program.

I hope I have given you a sense of some of the more unique and important work the State of Florida is doing to facilitate cooperation between the various sectors of the educational enterprise. The State is rightly proud of these efforts, particularly in the realm of articulation between public community colleges and state universities. A recent follow-up to a Ford Foundation sponsored study noted Florida's national reputation as a state dedicated to the two plus two concept, observing that this "policy results in a more representative segment of the high school graduate population in Florida's community colleges than found in any other state."

Prairie State College: A Case Study on the Use of ACCT's Interim President Service and Chief Executive Search Service

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Prairie State College
Chicago Heights, Illinois

An essential part of the business curricula of community colleges and universities in the United States is the case study. These studies allow students to apply theories learned in the classroom to situations in real life. The studies allow students to experience decision making before assuming decision-making functions in the business world.

The process of selection of a community college president is the most important decision a board of trustees can make. Because of the importance of this decision, a case study of one community college's presidential selection process may prove helpful to trustees.

Prairie State College is located in a suburb of Chicago approximately thirty miles from the Loop. Prairie State College was founded twenty-eight years ago and currently serves 4,500 students. The headcount is evenly distributed between day- and night-time students.

In June of 1985 Prairie State's vice-president for instruction resigned. A search for his successor was not yet completed one month later when the president resigned to take a new position. Of the two remaining vice-presidents, one had less than one year of experience and the other was an experienced, respected vice-president for financial affairs who was viewed as a potential candidate for the presidency.

The selection of a president for Prairie State College was the first in ten years. The Board wanted to invest time in the selection of the new president, but it did not want the College to stand still during the selection process. The College was faced with the need to combat a budget deficit and the need for strong leadership. The Board decided that a proven leader was needed to serve as interim president. The Board turned to the Association of Community College Trustees (ACCT).

The Board consulted Bill Meardy, Executive Director of ACCT. Meardy needed information about Prairie State and what its Board needed to accomplish. He ultimately supplied the Board with the resumés of four experienced candidates. The Board interviewed one of the candidates, Herbert N. Stoutenburg, former community college president with eeven years of experience at Montcalm Community College (Sidney, Michigan) and Alpena Community College (Alpena, Michigan). Stoutenburg had been retired for fourteen months when the Board interviewed him. Stoutenburg's experience, his candor and his desire to serve as an energetic leader convinced the Board that he should serve as interim president.

The selection of the permanent president was the Board's next task. The Board wanted to attract qualified candidates from across the nation to apply for the presidency. The Board was also concerned that it would have the opportunity to obtain honest appraisals of the past performance of the appliants. Finally, the Board wanted to involve the various constituencies of the College in the selection process.

The Board turned to the ACCT Chief Executive Search Service. Meardy met with

the Board and outlined the procedures. ACCT would assist the Board in choosing a college president, but it would not make a choice or a recommendation.

ACCT would provide a team comprised of a community college trustee and a community college president. Both members of the team would be well respected throughout the nation. The team would meet with a search committee comprised of members of the Prairie State College community. The search committee would outline the mission that Prairie State College should possess and a profile of the ideal president of Prairie State College. The Board would review the mission and presidential profile and place them in final form. Based upon the profile the ACCT team would complete an advertisement aimed at attracting persons fitting the profile to apply for the position.

Prairie State agreed to proceed with the ACCT team. The College was fortunate to have a team of Jim Tatum, trustee, Crowder College, MO, and David Ponitz, president, Sinclair Community College, OH. Tatum, as trustee, was the liaison with the Board.

The Board appointed members to a Presidential Search Advisory Committee. The committee consisted of persons within the College—faculty, support staff, administration—and outside the College—a state senator, a state representative, the president of a state university, the superintendent of a local high school, the head of an accounting firm, and other businessmen and community leaders. The chairman of the committee was the president of the Prairie State College Foundation. Two board members sat on the committee as ex-officio members.

The Presidential Search Advisory Committee painstakingly developed a mission statement and goals of Prairie State College. This was completed without input from the ACCT team. The presidential profile was completed with the help of the ACCT team members. The Board of Trustees then condensed the work of the committee and approved the mission and presidential profile. An advertisement was completed and placed in the ACCT *Advisor*, *The Chronicle of Higher Education*, and the *Chicago Tribune*. The advertisement included application deadlines based upon the ACCT team's recommendations.

In response to the advertisement, the Board received ninety-two applications. The ACCT team reviewed the applications and selected the top seventeen candidates based upon the mission and the presidential profile. In assessing the applicants, Tatum and Ponitz had the additional advantage of knowing trustees and college administrators who possessed first-hand knowledge of some of the candidates.

Once the field was narrowed to seventeen, ACCT provided the search committee with the resumés of the seventeen finalists. ACCT also presented a detailed background on each of the candidates based upon calls they had made to trustees, administrators and other persons familiar with the candidates. The purpose of the calls was to alert the search committee to the leadership style of the applicant. A person's resumé does not reveal the essence of the person.

After discussing the qualifications of the seventeen candidates, the search committee took a vote and chose six candidates. These were presented to the Board of Trustees later that same day, and the Board decided to accept the search committee's recommendation and to interview the final six candidates.

The Board spoke with the finalists and set up the interviews. Each finalist was invited to arrive the evening before the interview day. That evening the finalist was taken to dinner by a member of the community. Spouses were invited to travel with the finalist. The following day the finalist began with a breakfast with the interim president and then began a series of meetings with

persons from all areas of the College. A luncheon was held during which ten community leaders were invited to attend along with college administrators, faculty and staff. In the afternoon the finalist was given a tour of the district by a trustee.

In the evening, the finalist had an informal dinner at the College with the Board. The dinner was followed by an interview session with the Board. Prior to the interview the Board had agreed on twenty question areas in which to question each candidate. The Board did not constrain itself to specific questions, but retained the flexibility to ask additional questions based upon the answers of the finalist. The interviews of the finalists generally took one to one and one-half hours. After the interview the Board would meet to discuss the candidate. A uniform rating form was used to aid trustees in rating each candidate, but each trustee made notes as well.

After the interviews of the finalists, each was ranked by the Board. A decision was made to visit the campus of the top-ranked candidate. Two board members and a faculty member who served on the search committee visited the campus of the finalist. One trustee interviewed community and educational leaders in the town in which the finalist's college was located and also interviewed the trustees of the College. The second trustee interviewed persons who worked at the College. The faculty member spoke with a number of college faculty. This visit was invaluable for assessing the working relationships of the finalist inside and outside the College. Negotiation began that day and ultimately that candidate, W. Harold Garner, was named president of Prairie State College.

As a result of using ACCT's Interim President Service and Chief Executive Search Service, Prairie State College has achieved notable accomplishments. The interim president made important budget cuts and financial decisions. He brought an objective, experienced hand to long-standing college problems. The interim nature of his assignment prevented second-guessing of decisions which may occur when an interim president is also a candidate for the presidency. Finally, he provided the Board with the time necessary to make a thorough search for his successor.

The ACCT Chief Executive Search Service provided the search committee and the Board with a direction: first, development and review of a college mission; second, a presidential profile based upon the mission of the College. The team members provided a wealth of experience in the proper procedures for attracting the best field of candidates and obtaining honest appraisals of the abilities of the candidates. The ACCT team was able to conserve the time of the search committee and the Board by reducing the field of qualified candidates to a more manageable number, but allowed the search committee and the Board the autonomy to make informed decisions thereafter. Finally, the involvement of the ACCT team and the process of selection of a college president earned the Board the respect of the College and the community for a professional, thorough approach to making a fine selection.

Quality of Education — A New Issue for College Trustees

Ray Hartstein, Board Chairman
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Too frequently trustees of our colleges busy themselves with matters dealing with budgets, business, buildings, enrollments, finance, development, and personnel. It's true, financial resources and the above mentioned subject areas have a definite bearing on the quality of their institutions, but it is the rare Board that gives any attention to quality, per se. However, with the "rising tide of mediocrity" cited by The National Commission on Excellence in Education and the many prestigious commissions and task forces, like the Carnegie Task Force, that have published major national studies on "what's wrong with American educational institutions," trustees and the public in general will be forced to focus their attention on quality.

Therefore, to enable college trustees to include quality in their planning, deliberations, decision making, and their sphere of influence, they must gain knowledge and understanding of why quality is being questioned, why it should be a concern, what quality is, techniques for measuring quality, who assesses quality, and some typical efforts now being pursued to bolster quality.

Today's Quality of Education is Questioned

For years U.S. industries have engaged in a number of activities to see that quality was built into the product and ensure customer satisfaction. In recent years, however, the level of product quality has dropped. In industry after industry, the Japanese have eclipsed the U.S. as a technological leader, having surpassed us in radios, T.V., steel, and autos. American industry, after years of false starts and indecision, is now mounting a broad counterattack to close the gap in product quality.

In U.S. higher education, a similar story is being told. This fall there are 12.5 million men and women attending college and the question being asked is, "Are those now engaged in earning diplomas really being educated?" College officials have felt that they were delivering a quality education but now hear complaints that admissions standards have been lessened and hundreds with lower SAT and ACT test scores are being admitted. Requirements are being diluted and students can now succeed in college with less rigorous preparation. Students can't read or write and remedial classes are overflowing. Students are receiving academic credit for studying whatever they please. Classes are large. Much teaching is done by graduate students in universities, and libraries are understocked. Increasingly liberal arts undergraduate institutions are abandoning their stated purposes and taking on professional and vocational functions that have long been considered the domains of such other higher educational institutions, as; comprehensive community colleges, technical institutes, and agricultural colleges. Some feel that these colleges have reduced their quality by revising and/or distorting their missions to capture some special market and have become colleges of convenience.

Added to these complaints, one also learns that there are many colleges where the spirit

of learning is not visible, where curiosity and study are unknown, and the very idea of intellectual rigor and excellence is considerably undervalued.

Why Should Quality Be a Concern?

More and more educators are being quoted as saying that quality is most certainly the foremost national concern of the 1980's. But why is this so?

It is well known that money is tight and colleges are working with limited funds. But companies, foundations, governments, and other funding agencies are concerned with the efficient allocations of these scarce resources. It is only logical that high quality programs and institutions will be judged to deserve the most support. Colleges will need to demonstrate to their funding sources that what they're doing is more worthy to be supported than what their rivals are doing.

Not only are we in a period of economic constraints, but the colleges are faced with a projected decrease in the size of the pool of college applicants. Simple promises of quality education will not work much longer for there are too many making the same promise. Many students are quite concerned as to where to go and the quality of the degree may eventually be the "payoff" in their minds. Then, too, the potential student is constantly asking whether or not to go to college because of the tight labor market and the lessened value of the college degree.

From the perspective of both students and funding sources, traditional measures of quality may be inappropriate; therefore this behooves us to review more and more of this important aspect—quality.

What Is Quality?

Quality higher education is an enduring concern among educators and public alike. Yet virtually everyone finds difficulty in determining what it is, how to measure it, who should determine quality and certify it. Equally significant is what is being done to promote the quality concept. Almost everyone affiliated with higher education sets forth a note on quality which is quite vague and little understood by the public.

Many college presidents prepare slick Annual Reports for their "publics" and invariably report on the quality institutions they manage. When faculty groups sit down with the administration to discuss or negotiate yearly salaries it is not unusual for them to proclaim that quality could be improved considerably if only more money was forthcoming. People reading their local newspapers will often find ads placed by the Admissions Office that attempt to attract students with assertions of "educational excellence being offered" or "a solid and quality academic experience for you when you build your future at our college." Or development officers regularly develop "quality educational campaigns" to entice their funding bodies and individuals.

But what is this nebulous thing all refer to as quality?

Some colleges may explain quality by referring to their educational programs. They will cite illustrations of "being alert to new needs in the changing world," "willing to revise or discard programs if not meeting student needs," "constant evaluation of programs to make the necessary improvements," and "making cost effective reviews of their academic programs".

Other colleges will develop lofty mission statements of what aims and objectives are being achieved with students and feel that that is quality. For example, it is not unusual to hear educators talk of the "formation of attitudes and habits to enrich the student's spiritual, emotional and intellectual life," "development of skills that are socially useful and personally satisfying," "providing essential knowledge and an appreciation of Western intellectual tradition," or "exposing

students to many learning experiences to broaden them, prepare for a career, or understand themselves and their world." And still others may refer to students of theirs that "make it in the world of work and in graduate schools or become successful both professionally and as a human being after leaving college."

A third concept of quality as seen by educators is their faculty. Some colleges are quick to cite the fact they they "hire top-notch faculty with strong credentials who place learning of students as their first priority," "support superior faculty with good policies on tenure, promotion and merit increases," and "provide a system for evaluation and on-going professional growth and development."

A fourth item frequently mentioned as synonymous with quality is the physical facilities. "We provide a good library and provide up-to-date tools, equipment and facilities to support learning," is the utterance of many.

And if one sought out individual colleges on their concept of quality, other ideas would be set forth such as, "we insure the intelligent allocation of resources," "we provide for quality of life on campus," etc.

If the colleges were surveyed, one would secure a wide range of definitions of quality which to the common layman would be confusing and in some instances appear to be promotional efforts.

Techniques for Judging or Measuring Quality

But if one wished to discount these promotional aspects and realistically assess the quality of an institution, how would one proceed? There are a number of perceptions of counselors, teachers, applicants, faculty, students, and employers, but how accurate are they?

For example, when high school counselors or teachers recommend colleges, do they really know what colleges are best or are they influenced considerably by a kind of folklore regarding what are the "best" institutions?

If applicants perceive a college to be of high quality, are these perceptions consistent with the opinions of students who are actually enrolled at the college?

Faculty of colleges also have perceptions of quality colleges, both regionally and nationally. For example, faculty often feel colleges in the northeast are better than those in the midwest or west. But is this really so?

Then too, there are employers who base their hiring on impressions they have of institutional quality rather than on the performance and knowhow of the applicant.

Techniques for judging or measuring quality vary considerably and are far from an exact science. An assessment of educational quality may be based on such traditional measures as the age of the institution, the technical or social elitism of its faculty or students, or ratings by its peers.

Some attempt to utilize quantitative measures as the basis for determining quality such as; the number of Ph.D.'s on the faculty, the number of faculty publications, the number of alumni in "Who's Who", the number of Fulbright or Rhodes scholars, the ratio of students to faculty, the number of students that graduate after two, four, or five years versus the number that entered, the number of students that go on to graduate school, the dollars spent per student for instructional purposes, the number of books in the library, the amounts received from each segment of donors as compared to others, etc.

Others utilize process measures, that is, if certain processes are in place, a good

education should result. If Admissions establishes a careful selection of its students it should contribute to quality. For example, if the average verbal score on the Scholastic Aptitude Test of the Freshmen entering one school is a dismal 455 for men and 463 for women as against a high 600 at some other college, one might consider the latter to have a higher quality. This latter school would, no doubt, continue to attract very able students. If a college further did a careful job in its appointment of faculty members including achievements and teaching ability, and developed a good promotional policy, it should contribute to quality of the institution. Additional examples of process measures may be the curriculum (including determination of courses, requirements, etc.) and financial management.

Still another technique for measuring quality is to ascertain the effectiveness of the learning programs conducted. More and more colleges are moving into this realm. Typical schemes are referred to as; "value added" (where one tries to assess what the student gets out of college, how much he or she has grown, taking into consideration what students bring with them to the program), "measurement of outcomes" (where attempts are made to evaluate student learning in terms of personal development, student performances; i.e., written or oral responses designed to demonstrate accomplishment of specific outcomes), or "competency based education" which applies outcomes methodology to all or parts of the curriculum. For example, a college may set forth areas of competence toward which it orients its teaching and for demonstration of which it holds its students accountable. Some outcomes of education may include: effective communication ability, analytical capability, problem solving ability, and effective social interaction. In other words, a competent student demonstrates certain abilities and he or she is also committed to using them.

From the above it can readily be seen that there are a number of different techniques for measuring quality and a number of dimensions of quality including available *resources*, strength of *faculty*, the *program* and its contribution to not only the student but to the community and general social well being, *student* satisfaction during college, immediately afterward and several years later, and the *institution* itself as to where it is, where it has come from and its potential for improvement.

By using a number of different dimensions and definitions of quality or a variety of techniques for measuring it, one may develop many different lists of top ranked colleges. These lists of quality colleges will also vary substantially according to the criteria used, the population served, or even the time the quality is assessed. After all, colleges do not maintain the same level of quality over the years. The challenge to maintain quality should not be interpreted as a sweeping plan to establish high admission standards and a ruthless grading system. Quality institutions are not confined to those with highly selective admissions although quality may be easier to maintain in such institutions than those whose mandate is to provide open educational opportunity. High quality may be found among open admission institutions as inferior quality may be found among highly selective institutions.

Who Assesses Quality in Higher Education?

We have reviewed techniques of measuring quality and the dimensions of quality, but who is it that is involved in this process of assessing quality?

Even though there are many traditional organizations and institutions involved, the most recent and unique is that published by Ed Fiske in the "New York Times Selective Guide to Colleges." Like an honest critic of almost anything else, whether it be books, plays, restaurants or movie actors, he

identified 265 of the "best and most interesting" from among the almost 2000 institutions calling themselves four-year colleges and awarding bachelors degrees. To rank "academic quality", "social activity", and "quality of life" at these institutions he employed a system from five to one stars for each criterion. The grade definition depends on range of course offerings, level of teaching and research, the academic ability of the students, and the quality of the library. He may be accused of bias, blindness or snobbery, but it's at least one man's approach.

Of course, *Change* magazine and other journals have published evaluations of professional schools in the past and just recently the National Academy Press rated the quality of graduate programs.

In the life of every college, accreditation and reaccreditation takes on great importance. In such a review virtually every dimension and program of the college is carefully examined by a trained and experienced team of administrators and faculty from other colleges (representing a regional accrediting group) after the local college develops a thorough self-analysis of its operations.

In addition Professional Associations conduct regular reviews of specific areas of the college. State Boards of Higher Education, made enormously stronger in the 1970's, have moved into areas of curriculum quality control, although primary responsibility for academic programs is still acknowledged to rest with faculty members.

Efforts To Bolster Quality

Despite the regular assessments of accrediting associations, professional associations and others, state governments and local colleges are not leaving this area of quality to chance. The stakes are too high. We therefore find state legislatures and in some instances the governor, requesting that their Departments of Education tighten their academic standards. Some individual colleges have established Standards of Academic Progress that enables the college to monitor a student's program and requires that students complete courses in proper sequence, maintain a minimum grade level, and overcome deficiencies for them to continue in college. Other colleges are targeting on a specific academic program for extensive development or refinement. According to a survey of 272 colleges, 88% are engaged in revising their curricula and 59% of these are increasing their programs of required courses in general education. These and other measures certainly should move American colleges back on the road to higher quality education.

Conclusions

Overall, the concept of quality education has many definitions. It also has a host of educators and organizations attempting to identify and establish a meaningful measurement index. Because of its many dimensions and interpretations, it remains an elusive concept to many educators.

It is, however, a significant issue and deserves attention by college trustees as the comments from our educators and others so clearly indicate.

Our colleges are facing real and severe pressures that endanger their very existence. They must be willing to take the necessary steps to maintain and improve the quality to insure both the future of these important institutions and high quality education for the students they serve. But in the final analysis it is the Board of Trustees that must take the leadership role in moving its respective college in this direction.

Community/Technical Colleges and the Future of the South

Bruce I. Howell, President
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While some may yearn for the "good old days," I for one believe that we are living in the best and most exciting time in the history of the South. Anyone believing the South of Margaret Mitchell's *Gone With The Wind* believes in fairy tales. The South of the "good old days" was one of masses of poor people working in agriculture and associated industries involving timber.

Later, based on our natural resources, agriculture continued to dominate, but textile mills opened to take advantage of the cotton supply. These textile workers became known as "lint dodgers" and many are suffering lung diseases today. As the "pitch and tar" industry declined, furniture factories began opening to take advantage of the abundant forest reserves. With the departure of "union troops," their love of tobacco put the Duke family in business and eventually resulted in the American tobacco monopoly and the establishment of Duke University.

The common thread all these industries had was they lacked the need for skilled workers. When the Great Depression and the transition of World War II hit, the South started to realize that it was suffering an outward migration greater than any other area of the nation. A study of census data shows that as a region the South declined in population from 1930 to 1960.

Who were these people who were leaving? They represented the two extremes. One extreme were those who attended some of the finer universities in the nation but could not find opportunities. (The South can boast the two oldest public university systems in the nation in the universities of North Carolina and Georgia.) The other extreme were the poor displaced farmers and multitudes of blacks. The majority were moving north seeking a better way of life.

By the mid 1950's, it was evident that the South had to do something if it was going to provide its citizens with a variety of jobs and opportunities. To a great extent, this pressure to change was being forced by returning World War II veterans who had seen other areas of the nation and world. They also had forced change by taking advantage of the GI Bill. This bill resulted in expanded enrollments in colleges and created a need for more postsecondary institutions, many "tent and satellite" sites were to become new junior or community colleges.

This new generation of Southerners realized that things had to change. The main realization was that nontraditional industry had to be attracted, but in order to attract industry, a better educated and more sophisticated workforce had to be available. Many Southern states began looking around for answers. In North Carolina, the answer was to create the community college system in 1957 from several of the colleges that had been opened to take care of the educational needs of returning GI's. By 1963, a comprehensive system as it currently exists came into being.

I will discuss primarily North Carolina from this point on, but the same accomplishments have occurred in other Southern states. The timetable may be slightly different, but

the results are the same. The overall result is that outward migration has reversed and the South and Southwest will control national politics by the year 2000. Industries have come South for various reasons, but let's not get complacent, let's look to the future. Let's plan for the future and the role we in the community colleges must play.

The primary thing we must do is to continue to turn out "quality" graduates. My definition of quality is someone who can do the job he/she was educated-trained to do. If someone attends our college to learn how to weld, a certificate does not make him a welder. Job performance is critical.

Just as important as ability is attitude (work ethic). I have been told by countless industrialists that their move to the South was not predicated on wage scales but on the productivity of the Southern worker, a worker who takes pride in his work and wants to meet production schedules with defect-free products. If there is one thing we need to stress to our students of all ages, it is the need to take pride in their work and keep a good positive attitude.

Trustees and administrators must keep their institutions in tune with the new technology while not forgetting the less glamorous areas. This process will result in some programs being dropped (personnel terminated), some programs being revised, and programs added on an annual basis. The addition of new programs puts another stress on the colleges in that many of them are very technical and are expensive in both personnel and equipment. But if we are to face the future, it has to be done.

Let's not forget that no matter how many new programs we implement, industries do not want to locate where they cannot get their cars repaired, air conditioners serviced, and pipes replaced or unplugged. The need to attract persons into the vocations is essential if we are to continue our economic growth. I recently read in *Triangle Business* that there are 500,000 practicing attorneys in the United States and that by the year 2000 there will be a total of 1,600,000 practicing attorneys. My question is, do we need more attorneys than persons in vocational programs?

We must have a balance in our colleges—a wide spectrum from plumbers to computer engineering technicians to pre-medical.

We must remember that we are not the only region trying to accomplish this balance in order to keep and attract business and industry. *The Chronicle of Higher Education's* April 2, 1986, issue is largely dedicated to this very issue with one article entitled "Community Colleges are Changing Their Roles to Meet Demands for New Types of Job Training."

Why will we be successful? The community college system is the most adaptive part of higher education. We will (we must) change to answer the needs. The South has available land, a mild climate, a productive workforce, an unbeatable quality of life, and community colleges willing to listen to needs of prospective clients.

Challenges that we must be ever aware of: there is a reluctance on the part of some to change even if it is for the better. However, we must be willing to change while protecting our environment: water, air quality, and land, etc. We must be aware that many of the programs being asked for by industry do not necessarily fit into the credit mold. Our funding mechanisms may need to be adjusted in order to accommodate the future needs. We must realize that industries do not relocate primarily because of cost of living but primarily because of productivity and availability of educated workers.

The future is indeed bright for the South. One of the primary reasons is because of the past performance of our community college system. Unemployment in the South as a whole is below the national average and

overall wages are increasing. In Wake County, North Carolina, unemployment has fallen consistently from 4.8% in 1983, 3.3% in 1984, to 2.4% in 1985, while the numbers employed have gone from 180,000 to 211,000 over the same three year period. Many of our exports are now returning home to be a part of our economic revolution.

Certainly, these are the brightest of times for the South, and will continue to be if we as administrators and trustees do our duty to insure a "quality product" — the qualified job applicant.

The Characteristics and Role Perceptions of Pennsylvania Community College Trustees

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The purpose of this study was to examine community college trustees' perceptions of their roles and duties as trustees, and to relate these perceptions to type of institutional local sponsorship and to institutional size.

A demographic profile of Pennsylvania community college trustees was derived in order to compare it with the findings of three previous studies: Hartnett (1969), Comberg and Atelsek (1977), and Mills (1973).

A trustee questionnaire was developed to elicit general institutional data, trustee demographic data, and trustee role and duty data. A 63.3% response was received from the 207 persons serving as trustees at the 14 community colleges in Pennsylvania during 1984-85. Support for this project was received from both the Pennsylvania Community College Commission, and from the presidents of the fourteen community colleges in Pennsylvania. This support was solicited and received from these sources early in the project and resulted in the high response rate.

Responses were received from institutions in each of the four categories of institutional local sponsorship. The majority of responses, 87.8%, came from the two categories county-sponsored and multiple school district-sponsored. The trustees at the single school district-sponsored and at the municipal-sponsored institutions each provided 6.1% of the responses.

There was broad representation regarding the size of community colleges at which participants served as trustees. Trustees from community colleges in each of the five institutional size categories responded, with 45% at institutions with enrollments of more than 7,500 students.

Importance ratings of the ten Trustee Roles and 11 Trustee Duties did not differ by type of institutional local sponsorship or by institutional size.

Trustee Demographic Data

In an attempt to draw a typical demographic profile of the persons who serve as trustees of the community colleges in Pennsylvania, responses were requested to items on sex, age, race, marital status, income, religion, education, and occupation. Trustees were also asked to indicate their length of service on the board.

The demographic profile of the participating trustees revealed that Pennsylvania community college trustees tend to be married (89.3%), protestant (56.3%), white (94.7%), male (79.4%), in their fifties (34.4%), earning a "high" income (49.2% earning over $50,000 annually), and working in executive/managerial or professional occupations (51.6%). Trustees with bachelor's degrees or higher comprised 69.5% of the total. More than three-quarters of the trustees (79.3%) have served four years or more. This profile was very similar to those found in earlier research.

The similarity between the demographic profile of Pennsylvania community college trustees and the "establishment" trustee profile is evidence that there is a tendency

on the part of the appointing or nominating authorities to follow the pattern of the traditional college or university in selecting persons for the board. The appointing or nominating authorities may wish to review this practice in order to be more aware of the composition of the boards of trustees of these community colleges.

Roles and Duties of Trustees

Trustees were asked to indicate their service on committees of their boards. All but one of the 131 trustee respondents, 99.2%, reported that they serve on some type of board of trustees committee.

From a list of ten possible committees, trustees were asked to check all committees on which they served. An opportunity was provided to indicate committees other than those in the listing.

Trustees most frequently indicated service on the Budget and Finance committee of their board, 41.5%. Personnel committee, 37.7%, and the Executive committee, 36.2%, were the second and third most frequently cited committee memberships, in that order. No trustees indicated service on an Admissions committee, which may be a reflection of the open-door admissions policy under which community colleges in Pennsylvania operate. Very few trustees, 9.2%, indicated that they serve on a Public Relations committee.

Interestingly "other" committee membership responses revealed that 11 trustees served on Legislative or Governmental Relations board committees. Apparently, some of the Pennsylvania community college boards have established committees whose purpose is to handle those issues and concerns relating to the local sponsors and/or the state legislature.

Importance Ratings of Trustee Roles and Duties

The importance ratings of trustee roles by the respondents made it clear that, although there was not complete agreement, certain trustee roles were consistently identified as very important. A total of ten trustee roles were listed. For five of these roles, the most frequently occurring rating was "5", or Very Important. These roles were Community Liaison, Goodwill Ambassador, Image Builder, Policy Maker, and Promoter.

The data indicated that trustees rated the role of Policy Maker as highest in importance, followed by Community Liaison and Image Builder. There was generally a high degree of agreement among trustees in the ratings of these and other roles.

Similar to the importance ratings of trustee roles, the importance ratings of trustee duties revealed that certain duties were consistently identified as very important. Out of a listing of eleven trustee duties, seven duties most frequently received a rating of 5, or Very Important. These duties were, Approve Capital Purchases, Establish Policy, Manage Finances, Planning, and Select President.

In summary, the data on importance ratings of trustee duties indicated that the duty of Select President was rated highest followed by Establish Policy and Approve Budget. There was generally a high degree of agreement among trustees in the ratings of these other duties.

Reasons for Appointment as a Trustee

A number of very interesting and descriptive responses were recorded in answer to the question "Why were you named to the community college board of trustees on which you serve?" These responses were grouped by general type and tabulated.

Most frequently cited as the reason for trustee appointment (22.1%) was the person's educational background and experience. Nineteen and one-tenth percent of the responses indicated trustees were appointed as school district or county representatives. Third was the trustee's involvement with the extent of community service, 17.5%. Labor experience and background was reported by 4.6% of the trustees. Certain personal characteristics accounted for 5.3% of the responses, including "leadership," "honesty," and the frank response, "To add some females to the original board..."

Responses of 6.9% of the trustees indicated that they could not identify the reason for their being named to the board. More colorful responses ranged from "God knows, sometimes I wonder!" to a question mark.

Trustees not responding to this item accounted for 6.1% of the returns.

Generally speaking, trustees cited reasons for board appointments that reflect a number of the concerns found in the literature about trustee lack of representativeness. Educators, persons involved with service activities and labor representatives, as well as business leaders are found on these community college boards of trustees. This type of information is not necessarily reflected in the other data gathered in this study. The open-ended question revealed additional reasons for a person's board membership—reasons beyond those revealed in trustee demographic data.

Other Information on Trustee Roles and Duties

Trustees were invited to share any additional information which they cared to about their roles and duties as trustees. Some thoughtful and descriptive information was provided by twenty-eight of the trustees. Categories resulting from a grouping of these responses by general type included: Providing Opportunity, Economic Concerns, Making Policy, Relating to Government, Special Interests, and Operational Concerns. The most frequently occuring types of general responses addressed economic concerns and policy making. A few trustees expressed special interests including affirmative action responsibilities, and a need for professional development for trustees. Four trustees mentioned their commitment to providing educational opportunity. One trustee provided the following thoughtful remarks about trustee roles and duties:

> My role as Trustee is that of a maker of educational policy for the college. In that respect, I should be fully apprised and aware, within limits, of the educational matters internal to the institution. In matters of major policy, we should have detailed reports from the Administrator upon which we base our decisions.
>
> In addition, I see my role as a communicator with the sponsoring districts, which we serve. This is not in the academic sense, because that is the responsibility of the Chief Administrator, but more in the political or governmental sense and in the public sense. The Trustee should deal with all political and governmental matters of that kind.

Education for Working Men and Women: The History — the Opportunity

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Editor's note: This article is taken from a speech delivered by Chancellor Murphy at the April 7, 1986 Conference of the Association of Urban Universities on "Higher Education and the Working Person," in Houston, Texas.

This may not seem like the best possible time to talk about progressive policy initiatives. We have gone eight years since California passed Proposition 13 and ushered in the conservative era, six years since the first of President Reagan's two electoral victories, five years since the great tax cut and the start of the defense buildup—and six months since the passage of Gramm-Rudman-Hollings. These have not been good years for higher education in general. For urban higher education in particular, and for all other segments of our society that deal with the socially and economically disadvantaged, they have been disastrous.

The problem isn't just that federal support is being cut back. The bulk of the federal assistance programs are weakened but thanks in large part to the efforts of many groups at least they are still alive. There are other difficulties, though, that may go beyond government's traditionally-defined capacity to hinder or help: the shrinkage in the pool of college-age students as we head toward the 1990's; the lack of flexibility that results from a heavily tenured faculty nearly a generation, on average, from retirement age; the upsurge in demand for courses that help students make money and the concomitant downsurge in demand for courses that help people understand the nature of their lives. Americans from the Secretary of Education on down (or up) question our worth in this context, and our relevance, and our price.

For these reasons and others, those of us who lead institutions or collections of institutions have fallen into what I believe is a destructive pattern of behavior. We engage in an almost pathetic attempt to justify our existence in terms defined by our adversaries. We try by economic calculation to prove that our benefits outweigh our costs. We try to show how much we add to something called the American capacity to compete in world markets, we talk about the multiplier effect of dollars spent on university-based research, and we talk about the savings we produce in welfare and prison costs.

All of this may be valid. But it isn't why we chose to devote our lives to higher education and it isn't really why colleges and universities ought to exist. Our reason for being is not to turn a profit but to advance an ideal—and no matter how much time we have to spend convincing government and the leaders of corporate society that we represent a good investment, we should never forget that what we offer is not designed to be amenable to the cash register method of determining social worth.

I want to discuss education for workers. As I do so I want to try to resist the temptation to be pragmatic. I want to talk about the vision that has guided these kinds of programs in the past and about the concepts that shape the programs that we offer today. I want to suggest some steps that government should

and must take to encourage a broad national effort and I want to answer very briefly the questions of unions and academics about what's in it for us. But as I relate the vision to the program I want to keep prominent in my own mind—and, I hope, in yours—the issue not of return on investment but of fulfillment of mission: the attainment of society in which fundamental knowledge, like fundamental power to control events, lies within the reach of every adult individual.

"Worker education" has a radical ring to it, but the concept of education for working men and women is neither new nor revolutionary. There are programs at hundreds of colleges designed to do that, and in one rather mild form or another there have been efforts in this direction for many years. If we define education for workers broadly enough it encompasses everything from continuing studies programs to job retraining to most of what we used to call "Adult Education." There is nothing wrong with any of that. But those activities are not what I want to discuss here.

My focus is going to be on the tradition of education for workers that had its origins in a revolutionary past and offers the promise of a liberating future.

It is important for us to remember that the "worker education" movement is an American permutation of a European invention. Many of you may be familiar with the programs that flourished in this country in the first third of the twentieth century, like the Johns Hopkins Workingman's Institute and the Bryn Mawr summer school for women workers. Efforts like those had their roots in programs abroad designed to break the back of a rigid European class structure. Their British and Italian and French creators recognized that an ignorant working class was a class unequipped for social revolution; only with education would come an understanding of social and economic reality and a capacity to change that reality. The Old World worker education movements were not oriented toward some value-neutral search for enlightenment; they were a prelude to political action.

There was more than a little of that here. Take a look, for example, at the minutes of a 1921 conference on "Workers' Education in the United States," organized by a group called the Workers' Education Bureau of America—and you find delegates saying things like this:

> For the worker-student the chief thing we have got to do is teach him the importance of the class struggle...We should always have in mind that there is a class war and keep teaching the worker along that line...We want and demand self-government in industry...

and so forth. These people weren't talking about teaching basic literacy and American civics to the final wave of immigrants. They were talking about social empowerment.

But I think we have to recognize that this was probably a minority view in the American labor movement. For all of its faults the United States was not Europe. There was a class structure here, but there was also enough individual mobility to let people hope for a better life; there was political repression but there was also a growing body of worker protection law. There was a genuine belief in education, at least at the elementary and secondary levels, as a mass commodity and as a vehicle for personal advancement. It wasn't an accident that millions of Europeans came to an alien land in the great turn-of-the-century migration to America. They came because a rational analysis of their world showed them that this society offered a greater possibility for economic security and social mobility than any other open to them.

Thus it comes as no great surprise that socialism never commanded a majority following here, that Horatio Alger was always more popular than Eugene Debs—and that

the bread and butter unionism designed to bring workers into the middle class triumphed over the unionism dedicated to class revolution.

Nor is it a mystery that the radical vision of "education for workers" never became a major American reality. We simply opted as a society to put our chips on the possibilities of conventional structures (including conventional public elementary and secondary schools) and conventional routes to personal advancement. Many people willingly wrote off their own lives and hoped that the American system would offer a better world to their children.

By the 1930's what was called "worker education" had become a collection of programs run not for the masses but by and for unionists, designed to enhance unions' abilities to organize and to bargain. There was no formal link—with only the odd and quixotic exception—between American labor and higher education; few in either camp saw much community of interest. Unions existed to provide economic security. Universities existed as the province of the economic and social elite.

All of this began to change in the years after World War II. The GI Bill took a giant step toward making higher education a reality. Inevitably, if slowly, the universities focused their concerns and their curricula on non-elite causes and aspirations. Moreover, by the Eisenhower years unions had become respectable bulwarks of the status quo—and the feasibility of linkages with such other bulwarks as the academic community became obvious. So at public and private institutions alike we began to see programs in industrial labor relations that now and then reflected something other than a management bias. Some colleges offered special training programs for union leaders. Some campuses organized.

But not much was done in terms of formal, structured outreach efforts to educate working men and women. It wasn't that higher education rejected the concept; it simply wasn't an item on our agenda. The 1950's and '60's were years when we stretched our resources to accommodate the baby boom generation—or at least the middle- and upper-class members of that generation. We cashed in on the federal interest in research and we made the "megaversity" a permanent fixture in American life. That may have been about as much as one generation could hope to accomplish.

But it ignored a quiet, growing need, and it ignored forty percent of the population in the process. Mass higher education systematically excluded most of the people old-left theorists would refer to as the masses: a few blue collar families sent their children to college but the numbers never went close to the middle-class norm. People who had opted out of school in their teens were, as far as the academic community was concerned, out for good. For every adult learner in a community or senior college there were dozens or hundreds who might have wanted to come but were kept away by fees or schedules or fears or the oppressive realities of daily working life. Our ways of doing business were geared to middle class values and middle class habits, and we didn't exhibit much interest in making ourselves more flexible.

Yet the reality was that working people excluded from educational opportunity were growing more disadvantaged in terms of their ability to survive in America with every passing year. At some point in the 1960's the typical American job became white collar, and good white collar jobs require credentials and degrees. The massive recessions that put millions of industrial employees out of work began in 1970. The growth economy that promised our parents that their children's possibilities would be unlimited became a historical artifact by the time of the first energy crisis in 1973. Through all this most of the American underclass stood by powerlessly—unions fighting a rear-guard

battle to avoid giving back what they had won through decades of struggle, unemployed workers struggling to understand what had happened and how to keep it from getting worse, minority community people trying to figure out why legal equality hadn't lifted more of them off welfare and out of the secondary job market. Few of the disadvantaged—far too few—made any connection between the reality of their lives and the realities of our political and economic system. Perhaps they would have benefited from studying philosophy or economics or sociology or history—the things the old worker education radicals had wanted to inculcate in the working classes.

By the 1980's, as I do not need to tell you, we in academia had problems of our own. The recession hit us just as our traditional constituency started dwindling. Those students who came wanted skills that would lead to jobs and if we wouldn't offer that to them they would go somewhere that would. Our status in society and our claim on society's resources had fallen mightily and continues to drop today.

Obviously we had failed—not to fulfill our primary mission of education and scholarship, but to communicate to a national constituency our sense of an intellectual ideal. We became by the 1980's, in too many cases, class-based schools that replicated the social order's status quo: professional elite institutions for the wealthy, managerial training universities for the middle class, urban public vocational institutions for the ambitious and insistent among the poor. That was how the public and its elected representatives envisioned us. That was how many of us saw ourselves. And nowhere in this vision is there much concern to provide those who are most desperately in need with the intellectual tools that broadly-based schooling in the nature of society and the nature of human life can provide.

Perhaps I castigate myself and my colleagues unfairly here: there were and are glorious exceptions to what I have just said. But my central thesis is valid. The academic community has offered to society in general and to working men and women in particular too little and too late by way of intellectual advancement and the resulting capacity to control social forces rather than be controlled by them. We have been too reluctant to utilize our resources in the kinds of cooperative and innovative ventures with unions and others who represent working people that would help us fulfill what all of us should recognize as one of our central purposes in being. From the point of view of simple self-interest we have failed to capitalize on a market as important to us as we are to it.

I would like to think that we at the City University of New York have started to remedy that deficiency. We offer a liberal arts baccalaureate program, under the auspices of City College, at the Center for Worker Education in downtown Manhattan. There are now about 550 students enrolled there from the Communication Workers, the Teamsters, and other unions. What makes that program work is the fact that it's oriented to people's schedules and interests, and that our courses are structured in a way that recognizes the actual needs of people who work eight hours a day, usually have children at home, and desperately want a credential to improve the quality of their lives. What makes it worth the effort is the fact that we aren't doing job retraining or upgrading employee skills to better serve the corporate/government economy; instead of that, we're giving these 550 people a basis on which to reevaluate the merits of that economy and their own role in it.

We are doing other things involving workers—an Associate degree program with the Teamsters at one of our community colleges; an adult literacy program for 3,000 workers from the UAW, AFSCME, the Teamsters, the Hotel Workers and the Garment Workers, even a master's program in urban management in conjunction with the Team-

sters local that represents city analysts. These latter efforts are practical and vocational, because that's what the workers want. But we guarantee that they are not limited to that. We may not read aloud from Marx—as the early worker education people did—but we make sure that there is some liberal arts and social science content integrated into the operation.

Our experience with these programs has been short. But we know enough by now to say that they work—and they work for three reasons:

- They reflect a commitment to academic concepts and valid intellectual standards of academic content.

- They capitalize on what we have to offer unions and what unions have to offer us. We retain control over standards, curriculum and selection and retention of faculty. On all other matters—scheduling, fee structure, publicity, and student recruitment—we work with the worker organizations and in some cases let them take the lead role. The result is a collaborative effort in which all parties have a vested interest in success.

- We have mechanisms for evaluation to help us assure that we are meeting the needs of our students, our union constituency, and our own institutions; we are willing to make modifications where we find that the program is serving something other than its stated purpose.

So our programs work—for about four thousand students. This, in a city with nearly two million working people who do not hold a college degree and in a university with 180,000 students. We can do more at CUNY—but the more important truth is that it is time for the academic community and the labor movement generally to begin to work and plan together for something much more universal.

It is time for a coherent national policy that meets working people's needs and draws upon the education community's resources. It is time for the federal government, which has for five years turned its back on colleges and on workers, to establish policies that help us help each other.

Let's begin an intense but positive debate, not over the utility of exploring new education markets—that has already been discussed to death—but over mechanisms and approaches. Let us develop, ultimately, a strategy we can put before Congress and the Administration and which we can commit our lobbying resources to support.

What I propose is a four-step federal program to make education for working men and women in America a viable possibility. It builds on a radical tradition, but it is reformist rather than revolutionary, responsive to Reagan-era rhetoric about opportunity and cooperation, and relatively low-cost. It does not solve all of our problems, but it creates a foundation for a vigorous program for the future.

FIRST, as part of its overhaul of the higher education bill—as you know, the reauthorization is working its way through Congress now—the House and Senate should *really* open all federal financial aid programs to part-time students.

Adult learners are part-time learners and too many of them have been frozen out of the assistance programs despite Congressional intention to the contrary. Technically Pell and other student aid programs are open to students who attend school at least half-time. Realistically they are not. The information about how to apply doesn't get transmitted, and the formulas are rigged to make it hard to establish eligibility. If we want to open education to working people, we have to mandate that student aid is available to them in practice as well as in theory.

SECOND, Congress ought to revive the educational benefits provision of the tax code—Section 127—that expired in December.

This might seem like an esoteric matter, but it has grave implications for working people. One of the few special considerations—or loopholes, if you will—that lower middle or lower income people had in the old tax code was the income exemption they received for all employer-paid education benefits whether or not the training was specifically related to the job. This was a mobility exemption; it let janitors train to be computer programmers if their companies would pay for it—and it gave unions a strong impetus to bargain for that kind of training in their contracts. That exemption expired at the end of last year.

The House of Representatives put it back in the tax reform bill that it passed on to the Senate last December. A draft bill under consideration by the Senate Finance Committee would also continue this provision. We have to make sure that it stays in—and that it encompasses education that gets paid for out of union welfare funds and non-vocational education at the university level.

THIRD, Congress should revise the counter-productive employment system regulations that many states impose to discourage people between jobs from getting anything other than job-skill related training.

Now it's up to the states to decide which if any education programs are appropriate for people on unemployment benefits. Only rarely do they approve anything that is not focused on vocational skills. This means that the unemployed steel worker or clerk who wants to move out of that narrow life track that dead-ended for him already can't do it if he relies on unemployment to pay the rent—at least, he can't do it and let the unemployment people find out.

In a society that gives lip service to the idea of personal mobility this is preposterous and outrageous. We ought to *want* people to develop broader competencies and stronger bases of social understanding. Our policy should be to *encourage* people who are out of work to do that—unless, of course, we are afraid that they might figure out what to do about the conditions that put them on unemployment benefits to begin with.

FOURTH, and finally, Congress should approve a modest grant program for innovative and replicable adult learner programs—for curriculum, planning, training and recruitment.

Right now we know intuitively that some things work and some things don't: That job-site programs work for some kinds of workers and others ought to be integrated into regular classrooms, that weekend courses serve some people's needs better than others, and that some people need highly specialized counseling and others can guide their own course. But there is far too little in the way of a formal body of knowledge to guide us.

Categorical grant programs are out of fashion in this first Gramm-Rudman year. But something like this, that would consume $3 million or less—what the Pentagon spends in about five minutes—can make as valuable a contribution to the body of pedagogical knowledge as almost anything else the research arm of the Department of Education is now doing.

All of this, of course, just sets the framework for action. The real responsibility for educating workers belongs not to the Congress or to the Administration, but to us and to the people who represent the men and women in the ranks of American labor.

Some within and outside the union movement might ask, reasonably if narrowly, what really is in this for them. After all, educated union members may move up and out: remember, we live in a society where personal upward mobility is still the preponderant

national dream. Unions struggle even now to retain their constituency; why should they support or fund programs whose effect will be to place workers on a managerial or professional ladder?

Progressive unionists already know the answer to that one. First, the organizations exist to serve their members and access to education is what some, at least, of their members want. Second, even those whose education credentials ultimately move them out of the bargaining unit will—we hope—always retain some of their working class perceptions and values and as managers will be able to act upon them. Third, vacancies in union ranks will be filled with new hires and avert the stagnation that some of the older unions face. And finally, most importantly, worker organizations that seek to advance a progresive agenda need members who understand enough of the social and political environment and of social and political realities of the past to know what progressivism is and can mean for us all. So there are good, valid, rational reasons for unions to support massive education efforts.

But why should educators? Those of us who are academics, and the people we represent, earned our degrees and got our appointments in a traditional system. Those of us who are presidents and chancellors stay where we are because, to a greater or lesser degree, we can articulate the best of the traditional values and can defend standards and selectivity as fundamental tenets of our professional life. Why should we expend time and political capital to educate those who, to no personal or institutional detriment of our own, we have heretofore successfully and overwhelmingly ignored?

Enrollment shortages and funding declines provide the practical answer. But it is the wrong one.

Our true response is more complex but equally self-interested, since it pertains to the reasons for the urban university's existence as an essential element of American society.

We exist today primarily and perhaps exclusively as the result of a protracted struggle toward equity and opportunity—an incremental struggle to include the excluded, to extend the benefits of a productive economy to the children of immigrants and the grandchildren of the enslaved, to bring the intellectual capabilities of our culture to bear on the problems of our time. Our purpose in being is, as it has always been, not just to generate and disseminate knowledge to the few within our classrooms, but to serve as a resource and a potential avenue of advancement to the vast population outside our doors.

We can only prosper in a political environment that holds human liberation among its primary goals. In any other setting, as we have learned in this decade, we must battle just to survive. So it is incumbent on all of us, in fulfillment of our mission and defense of the climate in which we can exist, to battle for progressivism and opportunity, for innovative approaches to difficult problems, and to work toward a system that serves every member of our community. A campaign that will focus around education for working men and women, like past campaigns for minorities and the disadvantaged, will give each of us an opportunity to play the advocacy role so central to our purpose in being.

Education for workers represents a perfect priority item for the national academic community's agenda. It is a concept whose time has long since come—and that helps build and maintain bridges with old friends and new allies in and out of the labor movement. It serves a major constructive social purpose. It builds on an inspiring tradition. It enables us to offer the best that we have available to American men and women who may represent the best that this society can create.

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Change: How Do We Cope?

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Beginning with the decade of the 1960's, higher education has been confronted with the need to continually change, and it appears that in the years ahead there will be an acceleration in change. For the most part, change has been precipitated by forces outside the immediate control of individual colleges. For this reason, it is not only important for college boards and administrators to be sensitive to those factors that create the need to change, but also to be able to guide their institution through the many pitfalls associated with change.

To change is to cause to be different; to alter, vary, modify, transform, convert, or transmute. Although it is somewhat easy to diffuse change and predict its inevitability, it is not as easy to predict its source. Changes within the external environment have caused our institutions to deal with such things as advancing technologies, energy crises, governmental regulations, societal concerns, accrediting agencies, and the list could go on and on.

Some believe that all social institutions, including education, are dedicated to perpetuating the status quo. These theorists submit that it is only after the status quo is no longer meeting the needs of large numbers of people that change will be sought.[1] This is probably true when an institution is confronted with a major operational or procedural change. However, it is important to remember that institutions make changes regularly for far less significant reasons. The problem is how to stimulate change, whatever the magnitude, within an institution—not change for its own sake, but change that will improve existing programs or services and will be embraced by those responsible for delivering those programs or services.[2]

In order for change to be effective it must be accompanied by a broad base of support. Therefore, before proceeding with any change measures, several questions must be asked and answered. What change is desired? Why is change needed? How was the decision arrived at? Finally, where does the support base lie? After answering these questions, it will become obvious that change, whether simple or complex, requires careful planning. The plan should be explicit and comprehensive. Before implementing such a plan, a great deal of attention should be placed on mobilizing as many other people as possible in support of it.[3]

Why is there a need to elicit a broad base of support from the very beginning? Well, one must recognize that large organizations have lives of their own—tenets or norms upon which they are predicated—and when these norms are violated in any way, there will be resistance. As stated earlier, one of the norms or principles that social institutions, including education, adhere to is that the status quo must be respected and maintained. Therefore, any deviation from the status quo, no matter how logical or sensible it may appear, will likely be resisted by those affected. This resistance will fall on a continuum ranging from subtle to overt.[4]

Those individuals involved in the change process can be grouped into three categories. First, the president and the board are the change sponsors because they have

the power to legislate and legitimize the change. For change sponsors just initiating change is not enough. If they do not continually contribute their powers and budgetary support or if they lose interest the project will fail.[5]

Second, the person(s) responsible for implementing the change is the change agent. In order for him or her to succeed there must be continuous and visible support from the change sponsor.[6]

Finally, there is the change target. These are individuals within the college district that will be affected by the change. They may be employees of the district, students, or members of the community. The change process should result in an alteration of their knowledge, skills, attitude or behavior.[7]

An individual's ability to reflect change will be influenced by the rank or position he or she holds in the organization. The rank or position factor is particularly important in bureaucratic organizations because of their hierarchy and the large variety of roles and functions assumed by their staff.[8]

An individual's power or prestige does not necessarily guarantee that person's ability to effect change. Even "expert" change agents may encounter resistance. A number of factors, including psychological and sociological factors, must be overcome. For example, outside change agents are often met with suspicion and resistance by members of the organization targeted for change. If "insiders" are not successfully integrated into the change process, they likely will not accept the agent or the proposed change.[9]

If the proposed change will significantly disrupt the standard operating pattern, it is important that there be a high degree of commitment from the change sponsor, change agent, and change target. It is possible for change to occur without strong commitment from members of the three different categories. In fact, if the sponsor's commitment is strong enough, change can occur without the agent or target. Change can simply be mandated and the target can be told to adjust or leave. Change effected in this manner usually has high costs in terms of employee alienation, lower performance levels, absenteeism, and grievances. A proposed change will generally not be successful unless the target believes in it and fully supports its implementation. A lack of commitment from all participants would raise serious questions about the quality and durability of the change.[10]

The degree of change or type of change may also have an affect on how it is accepted by the target. Normally, when the proposed change involves an add-on or modification of something that already exists and has been accepted by the change target, then the proposed change will be relatively easy to effect. On the other hand, when the proposed change is far reaching and departs from the tradition or accepted norm, it will be more difficult to implement.[11] Although support is always important, it is vital when substantial change is being proposed.

Change Models

The literature is replete with models or strategies designed to aid organizations in effecting change. What follows is a very brief review of three different approaches that are aimed at aiding an organization confronted with the need to make changes. One of these strategies is called "peopleware."[12] This particular approach has three main components. First, the administration must create a climate, both internal and external, that is favorable to change. There must be a high degree of interpersonal trust and openness coupled with a democratic approach to administration that encourages the sharing of ideas, communication, and time for research.

Second, the peopleware strategy advocates involving people. When contemplating change, administrators should discuss the

proposal with as many people as possible in order to obtain a commitment from college personnel as well as community leaders. This emphasis on communication will help build support and identify areas of potential conflict.

Third, the diffusion of the change is the final element in the peopleware strategy. "A diffusion plan includes: 1) communicating the change to the community and the staff; 2) providing show and tell workshops to demonstrate how the change is to be implemented; 3) assisting staff with their application of new procedures, software or hardware that must accompany the change and 4) reducing staff anxiety by defining responsibilities or clarifying job descriptions." If there has been an effective diffusion of change within the district then there will be a change in the behavior, both attitudes and job-related activities, of individual employees.

The peopleware approach to change will be enhanced when combined with the following steps:

1. planning;
2. assessing needs to identify existing conditions;
3. establishing expected objectives for change;
4. identifying constraints and limitations;
5. identifying alternative delivery systems;
6. pilot testing the selected alternative and
7. modifying the alternative by reliable evaluation procedures and/or instruments.

During step 5, the diffusing activities for the change should be planned.

Another planned-change theory is the "adaptive development" model.[13] This model is a composite of both a comprehensive review of research and theory relating to planned change in complex organizations as well as seven institutional case histories of planned curricular innovation. The critical ingredients in the adaptive development model are linkage, openness, leadership, ownership, and rewards.

Linkage. In order to stimulate change it is necessary to bring people with different viewpoints together in a manner so as to overcome formal boundaries. It is hoped that the various participants, all having a different perspective, will bring new ideas and concerns to a common problem.

Openness. It is necessary to stress the need for openness if there is going to be an effective linkage of people and information.

Leadership. Although formal authorities can mandate change, goals are rarely achieved and real lasting change will not be likely. Only after bringing all elements together, including linking ideas to people and money to ideas, can the leadership stimulate lasting change.

Ownership. All groups that are to be affected by a proposed change must ultimately recognize the need for change and support the concept that the proposed solution will fit their own goals. In order for implementation to be successful all affected parties must be involved.

Rewards. The one element most often overlooked is effective rewards for those who design and bring about change. These rewards may take the form of status and esteem or they may be more tangible like salary increases. Change is considered to be dangerous if the potential for reward is not strong enough.

The final model to be summarized is the "stages of commitment to organizational change" model.[14] This model consists of seven stages that are grouped under three major phases.

Preparation Phase: This is the first phase and contains the contact and awareness stages.

"Stage I: contact." Since this is the earliest encounter with a change or proposed change it is also the first opportunity to begin building commitment to an organizational change. In order for commitment building to be successful, all participants—sponsors, agents or targets—must first pass through the contact stage.

"Stage II: awareness of change." Although people may now be aware that a change is about to take place it would be a mistake to assume that they have a thorough understanding of the proposed change. It is necessary to convert awareness into understanding before progress will be made toward achieving acceptance.

Acceptance Phase: The acceptance phase consists of the understanding and positive perception stages.

"Stage III: understanding." It is through contact that people can develop an awareness and understanding of a proposed change so that they can begin to make a judgement about the change. Depending on how the change will affect them professionally, the judgement may be positive or negative. It is necessary to build positive support before an individual can move to the acceptance phase and the subsequent stages necessary for maximum commitment.

"Stage IV: positive perception." After an individual views a proposed change in a positive manner they must then decide whether or not to support its implementation. Often, sponsors view change as being useful or beneficial, but still elect not to implement the change. Change agents and targets must also decide at this stage if they are going to support or not support the proposed change. If a positive perception has been reached, the person is confronted with taking action and, therefore, moving to the final phase: commitment.

Commitment Phase: The last phase includes the installation, adoption, institutionalization, and internalization stages.

"Stage V: installation." By this stage the organization has implemented the change and it has become operational. The commitment threshold has been crossed once the decision to install a change has been reached. Although the decision to install a change represents a commitment from the organization, it does not represent the maximum support possible. Inevitably, problems will occur as the change is implemented. Through open and frank discussion the organization will continue to build commitment.

"Stage VI: adoption." The change will continue to undergo testing in order to evaluate the cost and benefits of the change. Adoption differs from installation in that it is more long term. During this stage the organization must determine if the change is making positive contributions and if it should be continued.

"Stage VII: institutionalization." It will take many years to progress from installation through adoption to institutionalization. However, once the change reaches this stage it will withstand most criticism.

Stage VIII: internalization." At this stage, the change has become congruent with the personal interests, goals or values of the members of the organization. The change sponsors, change agents, and change targets demonstrate ownership by accepting personal responsibility for its success.

Summary

When reviewing the literature in regard to change, several things are obvious. First, it seems clear that there are several practical guidelines that must be adhered to if positive change is to be brought about in an effective and efficient manner. To have a justified

need for change is not enough, it must be coupled with a well thought out plan for implementation. By following the advice of experts, the organization's efforts are less likely to be unproductive.

Second, attempt to create a climate that is favorable to change. As soon as possible, involve all parties that will be affected by the change. Effective communication will lead to a full discussion of ideas, thereby helping to objectively strengthen the plan. If people are allowed to participate from the time the idea is conceived until it is fully operational, they are more likely to see the benefits of the change. Remember, people favorably respond to change when they believe it is of benefit to them.

Finally, the ultimate objective is to build a sense of commitment. As has been pointed out, change can be mandated, but rarely is this a lasting or desired solution. From the change sponsor to the change target the ultimate goal is to develop a sense of ownership in the change. Ownership is a by-product of positive support and commitment. Once members of the organization are so committed to the change as to support and defend it as if it were their own, the change process can be considered near complete.

Board members and administrators need to provide strong leadership in what can best be described as an uncertain future. Although change is inevitable, it does not have to be disruptive and produce unnecessary conflict. By approaching decisions regarding change in a methodical, well thought out manner, our institutions can continue to demand the respect they so richly deserve.

Notes

[1]Mario D. Fantini, "On Effecting Change in Educational Bureaucracies." *Education and Urban Society*, 13 (1981), 399-416.

[2]G. Gregory Logier and Jerry B. Covert, "A Strategy for Promoting Educational Change." *The Journal of General Education*, 34 (1982), 198-209.

[3]Fantini, p. 408.

[4]Fantini, p. 403.

[5]Harold Zuckerman, "Developing Commitment to Change: Case History in Progress," *Thrust* 12 (May/June 1983), 11-13.

[6]Zuckerman, p. 11.

[7]Zuckerman, p. 11.

[8]Fantini, p. 402.

[9]Fantini, p. 403.

[10]Daryl R. Conner and Robert W. Patterson, "Building Commitment to Organizational Change." *Training and Development Journal*, (April 1982), 18-30.

[11]Fantini, pp. 404-405.

[12]Cy Coleman, "One Change Strategy: Consider Peopleware," *Thrust* 12 (May/June 1983), 8-10. All subsequent references to this change model are drawn from this source.

[13]Logier and Covert, pp. 200-201. All subsesquent references to this change model are drawn from this source.

[14]Conner and Patterson, pp. 19-26. All subsequent references to this change model are drawn from this source.

Public-Private Cooperation In Providing Student Housing

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Columbia College, located near Sonora, California, is one of the smaller of the California Community Colleges. It advertises "A Quality Education—in a Quality Environment" and delivers on the promise. It is in an idyllic setting in the foothills of the beautiful Sierra Mountains in Central California. The region is best known for the 1849 Gold Rush. Columbia State Historical Park, a restored gold rush community, is located just two miles from the college campus.

Although Columbia College is relatively small, it offers several unique programs which appeal to students from all regions of the state and nation. Search and Rescue, Fire Technology and Hospitality Management are but three of the programs. The beautiful, natural environment attracts many who look to escape the less natural environments of the urban areas.

There has been a serious problem for those interested in attending Columbia College—a lack of available housing. The small, relatively rural area has had almost no housing appropriate for students. The campus since its beginning in 1968, has had no student residence facilities. Many who have expressed an interest in attending Columbia College turned to other choices when they discovered there was little chance of finding suitable living accomodations.

The problem created a negative situation for the college as well as for individual students. The college has had a need for additional students to fill its unique programs and its general education classes. Every survey taken over the years revealed a need for a larger nucleus of full-time students. Since local high school graduates are attracted to the college (40% to 50% of graduating seniors), it has long been apparent any growth would have to come from outside the immediate service area.

Over a several year span, the college cooperated with private owners of adjoining land, in the hope they would build suitable housing for students. Good intentions never resulted in action. Finally, Columbia College applied for HUD loans for construction of on-campus housing. These efforts also resulted in disappointment. Unless one had housing and could justify the need for more, the likelihood of receiving these funds was slim indeed.

In 1983 the President of Columbia College was approached by a local developer who expressed an interest in building and operating student housing on campus. The matter was referred to the Vice Chancellor, Business Services for consideration relative to both feasibility and legality of such an arrangement. Legal counsel was consulted. It was determined that the California Education Code does provide a means by which student housing can be provided in the manner suggested by the developer.

There is a body of California law which permits a community college district to lease property to a private person, firm, or corporation for the purpose of entering into a joint occupancy arrangement for the provision of facilities. As it has turned out, the Yosemite Community College District has been the first district in the State to

provide any facility utilizing this legal authority. The law provides that the district must jointly occupy any facility so constructed and that title to that portion so occupied must rest with the district.

The District Board of Trustees was required to adopt a resolution stating an intention to lease property for the purpose of requiring a lessee to construct and operate student housing. The resolution stated the district's intention to receive and consider proposals for the joint occupany of such housing. Sealed proposals, in response to minimum specifications outlined in a Request for Proposals (RFP), were requested and were received in March, 1984. Subsequently, a public hearing was held at which time proposals were reviewed and an award made to the successful proposer.

A committee to develop the RFP was established. The committee consisted of the college President, Dean of Instruction and Dean of Student Services, as well as the Vice Chancellor, Business Services, the Director of Purchasing and Director of Buildings and Grounds. The committee under a guiding concept that the project should be mutually beneficial to both developer and college, developed a draft RFP which was reviewed by other staff members as well as the Board of Trustees. The committee also believed it was important that the RFP convey a feeling or attitude that the college was desirous of support from the private sector—cooperation rather than competition—in providing student housing.

The RFP as finally developed contained minimum requirements as required by law or in the committee's judgment represented the district's best interests. The requirements in these two categories were:

Legal Requirements

a) The law defined "buildings" to include "onsite and offsite facilities, utilities and improvements which as agreed by the parties are appropriate for the operation of the buildings...." On this basis legal counsel held that the district could take title and control of utilities—sewer, water, and gas lines—and satisfy the joint occupancy requirement.

b) The successful proposer was required to secure local and state permits as well as secure approval of the Office of State Architecture (OSA) and the Office of the Chancellor, California Community Colleges. The law required, even though the facilites are neither constructed nor operated by the college, that construction be in accordance with earthquake standards (Field Act). This requirement is, of course, understandable since the facilities at some future date will become the sole property of the college.

c) The developer/operator as lessee is required at all times to hold policies of worker's compensation and liability and property insurance in specified amounts. The college district must be an additional named insured on all such policies.

d) The district was to employ a building inspector approved by OSA. The developer was required to assume responsibility for all inspection costs—all fees as well as the salary of the construction inspector—and to reimburse the district for any of its out-of-pocket costs.

e) The developer was required to agree not to exclude from participation in, deny the benefits of, or otherwise discriminate against any person on grounds of race, color, creed, age, sex, or national origin.

f) Finally, the developer was required to file a bond or in lieu of a bond, to file an irrevocable letter of credit issued by a state or national bank for the performance of the lease/agreement. Our successful proposer chose to do the latter.

College/District Requirements

a) The residence facilities were to be constructed and operated at no cost to the district.

b) Conceptual design plans were to be submitted with each proposal. Further, all working drawings were subject to review and approval by the district, both before and after the award of a construction contract.

c) Building design had to be compatible with existing campus facilities. It was also required that the site development preserve the natural wooded environment. It was specified that maintenance of both the buildings and the site must be compatible with established campus standards.

d) Since the college quite naturally has a vested interest in the welfare of its students, the developer was required to submit an operational plan for the term of the agreement. This was to include agreement to the establishment of a Residential Council consisting not only of representatives of the residents, but also the Dean of Student Services and the Director of Buildings and Grounds. Additionally, the plan had to provide for a full-time, non-student manager in residence. Also, consistent with the College's interest in student welfare, the developer was limited to annual increases in rental rates no greater than the consumer price index. The Residential Council is to review and make recommendations concerning renter qualifications, rental rates, maintenance, resident conduct and governance, qualifications and evaluation of the manager, and advertising for student renters.

e) The developer was required to provide an annual budget for advertising the college, its curricular offerings and the residence facilities.

f) Security of the facilities is to be a responsibility of the developer. Fire protection, since the college has a fire science program and maintains its own fire station, is to be provided by the college.

g) A final provision of the agreement between the developer and district is that no assignment or subleasing may occur during its term unless agreed to by the district.

All of the above conditions were included in the final operational agreement and ground lease which were executed by the parties. The district's legal counsel and attorneys for the developer assisted in drafting both documents to assure adherence with the minimum requirements of the RFP. The lease is for a period of forty (40) years at which time the facilities are to become the property of the district debt-free.

The district quite naturally could have entered into the agreement as a means of generating revenue. It chose to receive from the developer only a dollar a year. It was determined that Columbia College has a greater need for students, and residence facilities are about the only way of attracting increased enrollments. The additional state apportionment is expected to more than offset any potential loss in lease revenue.

Summary

The unique arrangement of a public agency and a private builder cooperating to construct student housing is beneficial for all. First, students will have quality housing at a reasonable rate and on campus for ease of access. Second, the college will have its much needed student housing at no cost to its budget (or to the public). Third, private capital is investing in the future of Columbia College which will promote future growth to insure a return on the investment. It is a "win-win-win" situation.

If we were to repeat this project, there would be at least one major change. We would have our housing plans drawn by our own architect and attach them to the RFP. If we were to develop the plans, then competition

would be limited to a consideration of time lines, operational plans, rental rates, etc. This would allow for a better comparison of the RFP's submitted. Minor adjustments to construction plans could be negotiated with prospective investors. Such a project could perhaps proceed more smoothly and expeditiously if the college were to have architectural plans prepared prior to requesting proposals. Problems in design and construction could be avoided if proposers were better informed in advance as to college needs and desires. In our situation we were fortunate that the successful proposer engaged the architect which had been involved with the campus from its inception. This fortuitous circumstance certainly assisted in minimizing and avoiding possible conflicts.

One critical need for planning involves the college use of the student housing during the summer months. Prospective investors must be shown the facilities will be used during those three months when college attendance is traditionally at a minimal level. This places a real responsibility on the college administration for planned workshops, seminars, summer sessions, conferences and other activities which can assist in maintaining a high occupancy rate. If the college needs and wants housing built by private investors, it must realize there are costs involved. One of these costs is the time, effort and follow through required to maintain a productive summer program. It will mean a year around effort to keep the housing filled. Anything less than a sustained effort will jeopardize this unique private/public venture.

Responsibility of the Trustee in Curriculum Offerings

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The development of curriculum by administration and faculties and the ultimate responsibility of trustees is an awesome task. We may be influencing or determining life patterns of people for years to come. The probability that the majority of students will conclude their formal education at the two-year postsecondary level emphasizes the importance of our choices of study.

All of our education is training to pursue some vocation in life and should be a preparation which will enable the individual to take a place in society and to give as well as receive from participation. The problems and pleasures of society seek solutions along with the application of skills in operating the mechanical tools of a trade or profession. Each of us has social responsibilities and the preparation for successfully discharging them is as important as vocational training. The shirking of social duties and the inability to get along with fellow workers are some of the greatest problems in the work place. Therefore the selection of programs of study, their content, and the conduct of study require the full attention of the trustees, administration and faculty.

In the development and planning of vocational education programs our visions must produce the innovations and flexibility required on a long-range basis. Industrial growth, socio-economic trends, and lifestyles of the service area should be carefully and expertly analyzed. Coordination with high school programs should prevent duplication and provide a continuum of study.

Some years ago a study was made by the North Carolina State Department of Public Instruction and it was concluded that most urgent educational needs can be fulfilled by technical colleges. The provision of pre-employment training for beginning workers, upgrading the employed, and re-educating workers were found to be the most prominent needs. The report also recommended the vocational-technical courses be so flexible that adaptations can be made to train workers for any need whether it be for business, distribution, industry, homemaking, or agriculture. The report further stated that adults are interested in participation in the program because; (1) they are not satisfied in their present occupation and want to enroll for courses which will make possible a transfer to a different type of employment, (2) they want to advance to a higher position in their present occupation but cannot do so without further training, or (3) they want to learn for the pleasure they derive from it.

The community college system was established to teach everyone who is teachable and has a desire to learn. The board of trustees should actively participate in revealing the institution's capacities and service capabilities to the people. We have to get those who have the need and interest to participate in the program. Through personal interviews, advisory committees, and the news media we can get the information to the public. The institution has an obligation to inform the press and the press has a like obligation to inform the public of the service rendered by the public institution.

Regardless of the method used in obtaining the desired information, it is generally agreed that there are certain things we want to know. These are:

1. What additional education and training will be required for the existing and prospective jobs?

2. What is the nature of these jobs so that the educational and training program can be designed to assist the worker to do them more effectively.

Programs should be offered only when the need arises and they must have relevancy to that need. A particular faculty member's area of interest is secondary—the program should be developed and then the faculty member provided. In too many instances courses have been offered primarily because of a faculty member's particular interest. "Overstuffing" a program can lead to inadequate training. Fortunately, program content and institutional performance can be checked by a good evaluation program.

Along with preparation for employment, the technical college program should provide:

1. Exploration by giving students an opportunity to discover interests, capacities, and vocational opportunities.

2. A body of knowledge called general education which assists the student in relating to the job and to society. It can be taught in blocks or subjects but much can be done in technical courses. A knowledge of the world of work, its importance, the economic interdependence, and a respect for honest labor can be taught in a machine shop course. An understanding of what the subject matter is about, what the problems are, and the role of technical knowledge in society can be taught along with the skills.

Liberal arts courses seem to be crying out for some prominence in the technical programs. The young student wants to explore with these courses. What are the inward, unrealized, or unexpressed desires of our students as to what they want to learn? Will general or liberal arts educational experience open up new worlds to some of them? The exposure will hurt no one. Skills and techniques learned in our educational institutions do not constitute total education. Technical courses teach these tools and, just as importantly, liberal arts courses show the student the avenues of their use and role in society.

In a two-year technical program there must be provided some opportunity for exploration in the arts. Liberal arts courses provide opportunities for the student to discover interests and opportunities outside the chosen technical area and provide for vocational flexibility. The role of technical work performance and social acceptance in human relations may be derived from the mastery of some liberal arts courses. Insights into the control of our industrial lives and some fundamentals of business law may open doorways to interesting learning experiences. In short, as the old Harvard report stated, there is a body of knowledge that should be a part of the mental equipment of every educated person.

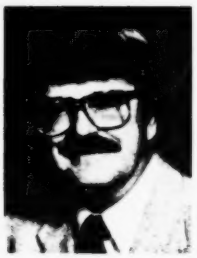
An overview of general education is probably best presented in blocks of instruction in the humanities, social sciences, biological sciences, and physical sciences. There should be no attempt to impart a mass of knowledge. The student should derive some idea of the problems facing mankind and the approaches to their solutions. They should learn something of how industry plays a role in all facets of peoples' lives.

An enthusiasm for life in society and the part they must play to be a productive member should be a result of such study. An appreciation of the importance of honest labor regardless of its particular social and economic level and habits of industry and resourcefulness should result from exposure to the arts. Students should have room for

exploration, realize potentials, and discover interests which may supplement the technical expertise. Life itself is not programmed as strictly as some college programs. As our students reach for the goal of worthwhile living we must see that they have an unsatisfied appetite to learn more of human behavior while they are within the educational structure. Their search for happiness can be made easier if we provide educational experiences which will reduce their mistakes and increase their aspirations. Such experiences can be a vital part of liberal arts courses.

We must strive to ensure the literacy of the graduating student. The liberal arts courses strive to ensure competency in reading, writing, and speaking—necessary tools of the productive members of industry and of society as a whole. The worker cannot labor effectively in an industrial setting and modify standards of behavior when the "whistle blows."

Therefore, through liberal arts courses we tell society that our mission of service is to adapt to their needs. In planning the technical programs to include the liberal arts we must keep in mind the basic ideas of flexibility, innovatioin, and cost of facilities. We must be ready to adjust to the times and demands of the citizens and be willing to try new ideas. There are so few of us in program planning who really hold the future of so many in the palms of our hands.



Avoiding the Employer Mousetrap

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Editor's note: This article is taken from a presentation at the Annual Fall Conference of the Association of Boards of Trustees of the Community Colleges of SUNY, September, 1986.

This is a critical time for community colleges. With tuition costs soaring at private universities, more and more students are turning to state-supported colleges for their education. One way in which community colleges can attract their share of students is to attract and maintain the best of qualified staff and faculty. To do so, trustees and administrators need to be aware of issues of concern to faculty and staff, and employees in general, relating to their rights and working conditions in the college. I'm going to point out a few of those issues which you as college trustees might be likely to encounter at some point during the academic year. Knowing in advance how you will handle any problems which occur can go a long way towards making this year a peaceful and uneventful one.

Affirmative action programs for staff and faculty are an emerging aspect of labor relations at colleges throughout the country. Community colleges, like other public employers, are subject to Constitutional and federal and state prohibitions against discrimination in employment—namely the 14th Amendment, Title VII of the 1964 Civil Rights Act, and New York state anti-discrimination laws. College and other employers may use affirmative action as an effective means to avoid litigation, to settle discrimination suits, and to increase the diversity of their faculty and staff.

While colleges have looked hard at developing better ways to increase minority representation on their faculty and staff, they have also had to tread a fine line in doing so. On the one hand, often at the urging of unions and minority representatives, college administrators have voluntarily put in place affirmative action programs which actively seek to increase employment of women and minorities. Individuals and classes of individuals have also sued to compel an end to perceived discrimination. On the other hand, colleges which have implemented affirmative action programs have increasingly become the target of lawsuits by non-minority individuals or classes who are adversely affected by, or don't receive the benefits of, the program. These persons use the same laws which forbid a community college from discriminating against its employees—that is, Title VII, the Fourteenth Amendment, and state laws—to argue that the college must also be forbidden from taking race or gender into account in an affirmative action program. And the greater the budget restraints faced by community colleges, the more likely it is that non-minority staff or faculty will be adversely affected and bring suit.

The uncertain legal status of these claims has left employers in a quandry about what they can and cannot do to increase the proportion of women and minorities on their staff.

Fortunately, in the last few months, the Supreme Court has settled a few of the questions raised by challenges to affirmative action programs. They don't explain whether

college administrators can avoid all the pitfalls if they choose to institute an affirmative action, but they make a start.

First off, and most basically, it is settled that a *private* employer and a union who want to eradicate race discrimination may *voluntarily* take steps that include "reasonable race-conscious relief" that benefits individuals who were not actual victims of discrimination without violating Title VII. *(Weber.)* Community colleges, though, are public employers. Therefore, you must also be concerned about not violating the Constitution's Fourteenth Amendment, which also applies to you. The Supreme Court has not yet decided whether affirmative action programs are permitted under the Fourteenth Amendment when they are a remedy for past discrimination. However, judging from other recent decisions, it is likely that such programs are indeed permissible when carried out by a public entity, even though individuals who were not discriminated against receive the benefits. The Supreme Court has held that a court may approve *a consent decree* (or a voluntary agreement) entered into by a public entity which imposes affirmative race-conscious relief as a remedy for *past* discrimination without violating Title VII. *(Firefighters.)* The Court also affirmed that a court *may order* a private party to use affirmative action as a remedy for persistent egregious past discrimination without violating Title VII. *(Sheet Metal Workers.)*

However, where it has never been determined that the employer committed *any* discrimination, affirmative action stands on a different footing. Last May, in *Wygant v. Jackson Bd. of Education*, the Court held unconstitutional a school board's affirmative action program. In that case, to alleviate racial tension in its school communities, a Board of Education and a teachers' union entered into a collective bargaining agreement. The agreement contained an affirmative action hiring plan, and also provided that if it became necessary to lay off teachers, it would be done according to seniority, except that at no time would there be a greater percentage of minority personnel laid off than the current percentage of minority personnel employed at the time of layoff. The school board sought to justify the system on the ground that it alleviated the effects of societal discrimination by providing role models for minority students. Some non-minority teachers who were laid off due to the layoff provisions brought suit alleging that they were discriminated against under the Equal Protection Clause.

The Supreme Court held that the layoff provisions were unconstitutional because the racial preferences granted by the Board of Education were not based on convincing evidence that the Board of Education was guilty of prior discrimination. In legal terms, racial classifications must be justified by a compelling state purpose and the means chosen must be narrowly tailored to effectuate that purpose. Discrimination in society-at-large, or providing role models for minority students, is *not* enough to justify a racial classification. A college in a position like that of the Jackson Board of Education may be put in the ironic position of having to argue to a court its own guilt in the area of discrimination. (Interestingly, in *Wygant*, no one had challenged the propriety of the affirmative action *hiring* plan, which the layoff provision was meant to protect. It remains to be seen whether a public employer's hiring or promotion affirmative action plan, which adversely affects non-minorities less strongly than a layoff plan, would pass Constitutional muster.)

In the face of all this, a college might be tempted to simply ignore any potential problems relating to discrimination. However, the possibility that someone will object to the method which a college chooses to remedy discrimination is not a very good reason to ignore problems which affect faculty and staff relations. If some members of your colleges are being treated unfairly, the effects will show up in more than just lawsuits—in productivity, in morale, in the

reputation of your college, and in your college's ability to attract qualified people to run your community.

The Supreme Court must have known of this tendency toward inertia, because they recently made benign neglect even more risky. Title VII became applicable to public employers such as community colleges in March of 1972. Since then, many employers have assumed that as long as they did not discriminate against women or minorities hired at any time after March 1972, they did not face any liability under Title VII.

Wrong. If a public employer had a policy which was started before March 1972 and which discriminated against women or minorities, it can still be held liable for perpetuating the discrimination against those people after 1972. For example, if women or minorities received lower salaries than similarly situated white males before 1972, those people have the right to sue the college if their salaries were never adjusted to a fair level after 1972. As the Supreme Court put it, each week's paycheck that delivers less to a minority member than a similarly situated white is a new violation of Title VII. Thus, it is eminently worthwhile for all college administrators to make a comprehensive review of *all* salaries and positions at their college, and not just review their current policies for hiring, firing, and promotion.

Benign neglect is even less wise in the area of sexual harassment. Sexual harassment is a form of sex discrimination prohibited by Title VII. According to the guidelines of the Equal Employment Opportunity Commission, sexual harassment includes "unwelcome sexual advances, requests for sexual favors, and other verbal or physical misconduct of a sexual nature." In the last few months, the Supreme Court has affirmed that misconduct constitutes prohibited sexual harassment whether or not it is directly linked to the grant or denial of an economic *guid pro quo*. In other words, a claim that sexual harassment has created for the woman or man a hostile or offensive working environment is sex discrimination under Title VII. Trivial or isolated remarks or incidents are not enough to constitute discrimination, but at some point, they may cross the line into prohibited conduct.

Is the college always liable for the misconduct of one of its employees towards another? Until recently, the general guidelines were set out by the Equal Employment Opportunity Commission. In general, an employer is responsible for the actions of its non-supervisory employees only when it knew or should have known about the harassment. This remains the law today. However, it was also the settled policy of the EEOC that an employer was liable for the actions of its supervisors *regardless* of whether it had or should have had notice.

Well, this past summer, the Supreme Court disagreed, saying, "not always." It didn't set down any definitive guidelines on when an employer is liable for the acts of its supervisors. But it did make two important points—just because the employer didn't know about it, doesn't necessarily mean the employer can't be held liable. And, moreover, the mere existence of a grievance procedure and a policy against discrimination is not necessarily enough to protect the employer. A person who has been sexually harassed may be able to hold the college liable even if she or he never took advantage of the grievance procedure to report the misconduct.

How can the college protect itself against being held liable for the actions of some individual supervisors? The Supreme Court provided a few hints—have a discrimination policy that addresses sexual harrassment in particular and alerts employees to the college's desire to eliminate that type of discrimination. Have a policy that encourages victims to come forward, and provides quick, non-illusory relief to victims of harassment.

And, prevention is of course the best means of dealing with sexual harassment. What can a college administrator do to avoid sexual harassment altogether? Make clear to the staff that such behavior won't be tolerated. Ask faculty and staff whether they have had any problems in this area. As with any college program, top administrators must show their commitment, or middle and lower level staff and faculty will be similarly uncommitted. In that case, no program has much chance of succeeding at all.

Another issue which is only now developing in the workplace, and also relates to discrimination, concerns the devastating illness of AIDS. Because of the fear which this disease has created, AIDS-related problems have spilled over into the employment area.

To date, there are no specific federal or New York state laws dealing with AIDS-related employment issues. Nonetheless, with one exception, every indication is that existing anti-discrimination laws and statutes protecting the disabled and handicapped will be used to encompass employees and prospective employees suffering from or suspected of having AIDS. In the few reported cases that exist, AIDS has been classified as a protected handicap or disability. This means that an employer, such as a community college, may not discriminate against an otherwise qualified person just because that person has a disability. A person is considered "qualified" if with reasonable accommodation for his disability, he would be able to perform the essential functions of the job in question. An employer must provide such reasonable accommodation unless it would impose an undue hardship.

The New York State Division of Human Rights has already announced that it will accept complaints under the State Disability Discrimination Law from:

- persons perceived to have AIDS;
- persons belonging to a group perceived to be particularly susceptible to AIDS...*i.e.*, gays, Haitians;
- persons perceived to be particularly susceptible because they are related to or reside with someone with AIDS; and
- persons perceived to be particularly susceptible because they are tested positive for HTLV III antibody.

The one exception which I mentioned to the indication that AIDS-related problems will be treated as a disability is a ruling recently issued by the Justice Department. That ruling, which is not law, and only binds how the EEOC will enforce federal discrimination suits, asserts that an employer who receives federal funding does not violate the Federal law on disability discrimination when it fires someone based solely on a fear of catching AIDS, whether or not that fear is reasonable. That ruling has been unanimously condemned by the medical profession, the legal profession, and gay rights organizations as totally contrary to the scientific evidence on AIDS and as serving to inflame already unfounded fears and prejudices against those who have AIDS or are most susceptible to it. It is safe to assume that AIDS will continue to be treated as a disability, at least under New York state law.

Employment issues which are not related to discrimination are also in the news. While many faculty and staff of community colleges are covered by collective bargaining agreements, some are not. It is no longer always true that an employee can be fired for any reason at all unless the employer and the employee entered into a contract for a definite period of employment. Until 1982, in New York state, an employee without a contract for a definite period of employment could be discharged for good cause, bad cause, or even no cause at all.

In 1982, things changed. The highest court in New York state, in the case of *Weiner v.*

McGraw Hill, recognized the right of an employee to sue for what is called wrongful discharge even when the employee has no typical employment contract. In that case, Mr. Weiner, an employee of the publisher, Prentice Hall, was invited by a competitor, McGraw Hill, to discuss joining their firm. In the course of the interviews, McGraw Hill's recruiter assured Mr. Weiner that joining McGraw Hill would bring him job security, because they did not terminate employees without good cause. Mr. Weiner gave up his old job, and signed an employment application with McGraw Hill which stated that his employment would be subject to the provisions of McGraw Hill's handbook on personnel policies and procedures. He signed no employment contract. Mr. Weiner worked for McGraw Hill for eight years. Then, he found himself discharged for "lack of application." He sued, alleging that McGraw Hill had breached its employment contract by terminating him without just and sufficient cause or sufficient rehabilitative efforts as specified in the personnel handbook.

The New York Court of Appeals, as many other state courts have done, then did away with over 100 years of the traditional employment-at-will doctrine. The Court held that Mr. Weiner had stated a cause of action for breach of contract because of four things which had occurred:

1. Mr. Weiner was induced to leave his former employer by an assurance that McGraw Hill would not discharge him without cause;
2. The assurance was incorporated into the employment application;
3. Mr. Weiner had rejected other offers of employment in reliance on this assurance; and
4. Employees had on several occasions been instructed to strictly comply with the personnel manual when they were about to discharge other employees.

The Court sent the case to the jury to decide whether the totality of all the circumstances were enough to bind McGraw Hill to its promise to only discharge employees for good cause. In a later case the next year, the Court held that an employee could not come within the *Weiner* rule unless the employer's specific personnel manual contains specific provisions which limit the employer's right to terminate his employment.

To this day, the majority of courts in New York state require that all four factors be present before an employee can assert an implied contract as an exception to his employment-at-will. Some courts, however, particularly in western New York, find it sufficient that the personnel handbook contains a reference to limits on reasons for discharge.

What does all this mean for community college recruiting, interviewing, and hiring policies? It means that if an employee is able to demonstrate that he or she relies upon oral or written promises made either in recruiting, interviewing, internal memoranda or manuals, he or she can contend that these provisions were an implied contract which the employer was bound to.

What can you do as an employer to protect yourself against *unintended* consequences of hiring someone? Don't sit back. Instead, review all college handbooks and other documents to eliminate language that implies additional employee rights when you don't intend them. Consider placing disclaimers in college material saying that any employment is at-will. Carefully instruct recruiters and those making job offers what they can and should not promise applicants and employees. Regularly, fairly, and impartially evaluate employee performance according to published objective standards. Consider instituting arbitration or other grievance procedures if you don't already have one. And most importantly, treat discharged employees fairly. This is the best protection for colleges no matter how the courts come out on the legal issues.

The Increasing Influence of Women on Community College Boards

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Responses to a recent survey of women trustees demonstrated great intensity of feelings.

From California, "Stop thinking of women as 'sexual groupies.' The 'now' group has stereotyped elected women. We are no better or worse than elected men. We are individuals, and behave as individuals. If you remove the word 'women' from your question(naire) it gains validity in my mind."

But also from California, "I have been the only woman trustee since I was first appointed (to replace the first woman ever to serve)...My 'assertiveness' was developed early in life and has served me well. New male trustees may begin with a patronizing attitude (lots of them), but I don't put up with much of that."

Again from California, "It has taken years to establish my credibility with male colleagues, and I was not elected board chairperson until a second woman was elected to the board and provided the needed vote. It is a continuing struggle to be perceived as other than 'a woman member'."

From Arkansas, "We are all trustees—whether we are men or women, black or white, hispanic or 'other'. I'm concerned that being concerned with the student, the school, the community is the prime emphasis of being a trustee. We do not represent women or any other specific group. We are a part of the community. I served as board chairman for two years. I'll probably serve again in the new term. Do not divide—we are there for the same purpose."

From New Jersey, "In our rural area it is generally a 'man's world.' It is hard for women to be elected as chairman of anything—let alone a college board. Perhaps something may be done to show that women are capable and very devoted to a good cause."

From Arizona, "I don't feel you should even suggest that women are treated differently. If a woman has worthwhile ideas and presents them intelligently, she will be accepted as any board member. She has a job to do and she should do it in the best possible way without hurt feelings. She is not there as a popularity contestant. She is there to help make decisions and that she should do as should every board member."

From Kansas, "Quit thinking of people as men or women and consider them as individuals! Don't make a career of either sex or ethnic background! It is what is inside that matters."

From Texas, "We need all the help we can get as we sit alone in a room of men."

So went the comments in response to a survey of community college women trustees. The questionnaire, which was conducted in cooperation with the Association of Community College Trustees and Northampton County Area Community College,

was sent to all women board members of ACCT member institutions. Of the 918 women surveyed, a remarkable 42% responded to a single mailing which had no follow-up. Equally gratifying was the fact that 38% of the respondents took the time to offer written comments.

As can be seen from the above quoted comments, sentiments went in two diverse directions offering a range in extremes. However, an analysis of the comments indicates that a majority, (57%), of the respondents offering comments felt either that women frequently were not treated as equal board members by their male colleagues or that at least some training was needed to help women overcome the obstacles frequently set by their male fellow board members. Thirty percent of the written comments supported the concept that there was no problem and that too much attention was being given to an arena in which there were no combatants. The remaining 13% made general comments or felt that there was an overlap in their feeling as they vacillated between both camps; as is demonstrated by a comment from Florida, "Maybe an orientation for new women trustees ...women should be super prepared for board meetings and be politically active. Generally I feel women should not be given 'special' programs—we all (men and women) are trustees—gender should not be a factor as race should not be—but maybe that is wishful thinking."

Since in essence a board of trustees is a "team", resolving these issues is critical. Two factors important to each individual team player are, "Am I in or out?", and, "Do I have any power and control?" The first factor is most instrumental in the development of a team player. Anyone, male or female, who perceives himself or herself to be an "outsider" is not going to be a viable contributing decision maker, but will instead be a weak, if not broken, link on the team chain. At issue here is the perception that the role of "outsider" falls on the shoulders of women in far greater numbers than men. With respect to power and control, the important word is "any"; it is not "the" power and control, but "any" power and control. Shared power and control means giving each person an equal chance to influence outcomes. The link between outcomes and good working relationships is indisputable.

The problem is that many men, and also many women, are not comfortable placing the mantle of power on the shoulders of women. A respondent from Canada wrote, "I was appalled to encounter a woman vice chair from the [ACCT] Northeast Region who accepted the fact that her role as vice chair would not lead to the chair—in fact had been leap frogged over at least once." It would seem that not only was this woman's board reluctant to move her to a position of power, she herself was resigned to her role. The question could be raised as to this woman's competency to fulfill the responsibilities of the chair, but this scenario is played all too often and suggests that many competent women are expected to be mollified with the tokenism of vice chair. Also in this vein, from North Carolina came the request, "Encourage male trustees to give women responsible assignments. I have more business experience than some male trustees, but women will not be considered to serve on the financial committee or to chair a committee."

Paths to Power, (publishers, Addison-Wesley Publishing Company, fifth printing, February 1983), a book by Natasha Josefowitz, is a management tool about how women can succeed in today's business organizations. The principles apply equally to boards of trustees. In her book she addresses "women who wish to become more knowledgeable, more effective, and better prepared to face the roadblocks to power that yet exist." (From the Preface) To this end she has identified "The Seven A's" which she refers to as "The internal roadblocks of women's socialization." (p. 15) They are:

- Authority, which for most women has always been in the hands of others, such as parents and teachers.

- Assertiveness, as related to role expectations. Assertiveness in men is considered aggressiveness in women.

- Accountability, women seen as harmonizers, mediators good at smoothing it over in the case of conflict, fearful of delegating, feeling that it is safer to do it themselves.

- Accessibility, in that women are accustomed to meeting the needs of others.

- Affiliation, a dependence on existing friendships, a need to be liked. Dr. Josefowitz goes on to say that boys play for the pleasure of the sport, girls play for the pleasure of being together; that girls share intimate thoughts and feelings, boys share experiences.

- Approval, a belief that women are most likely to seek approval rather than constructive criticism, and that women tend to consider disapproval at a personal level.

- Affability, expectations are that women should not muddy the waters or stir up conflict. Instead they should be nice and polite, be gentle, be calm, be mild, be helpful. As a result women have difficulty confronting or criticizing. (From pp. 15-18)

The Seven A's capsulate the major areas which psychologists and behavioral scientists agree hinder the decision making effectiveness of women. What makes this problem the most serious is that these roadblocks are both internal and external, self perceptions and the perceptions of others. It is interesting to note that training program needs for women as relayed in the written comments also mirror the problem areas outlined by Natasha Josefowitz. A Michigan respondent asked for, "Consciousness or awareness raising activities to indicate the leadership potential and contributions of women...Need to build self-esteem so that 'group think' and male presidents will not intimidate women to self-censor ideas or proposals. Women are potentially strong change agents for higher education system of America." From Illinois came a request for a "Seminar for women trustees and women minority trustees to improve communication skills and tactics that would help women trustees to articulate their ideas and positions without their male counterparts labeling them as being emotional or over-reacting." From Illinois came the observation, "However, it is true that women have to work harder than men to prove their effectiveness. I would suggest a program for male trustees that would facilitate them in accepting women as capable decision makers. This would benefit women."

Charlene Curry, trustee at Lane Community College, Oregon, gave the keynote address at the Second Annual Eugene Womens' Commission Reception for women currently serving, or interested in serving on boards, councils, commissions, task forces. (October, 1984) In her speech, which was titled, "Can I Make a Difference?", she stated, "We talk about the *power* to make a difference. I like the word 'power'—it is a word not often associated with women. Words like sweet, kind, lovely, gracious, admired, are more likely to be the 'good woman's' descriptors ...To make a genuine contribution on a board one must *assume power*. And with the assumption of power comes disagreement, risk taking, debate, sometimes unpopular decision-making, seeing your name in the paper, and a host of anxiety-producing gremlins." Like Dr. Josefowitz's "Seven A's", Dr. Curry points out more roadblocks to effectiveness in women and highlights again the necessity to be able to assume and use power.

One of the major deterrents to women's success on their boards is their own self-image and self-image is where it all starts, the launching pad. Before women can expect men to change their perceptions, women

must change their own self perceptions. A woman who does not see herself as an intellectual equal to the men on her board lacks the self-confidence necessary to win that equality. Not all women will have this problem and the ones who don't will probably have difficulty relating to the problems of those women who do. This becomes apparent from the comments of several women who responded to the questionnaire. From Canada, "Women trustees are not different from males in so far as their role as trustee is concerned, or the kind of job they do in that role. Training that would benefit males would equally benefit females and vice versa." From Florida, "Why are women trustees different?" From Illinois, "Women in the role of trustee must be integrated as part of the 'whole.' Separate activities, workshops, or discussion groups would serve no real purpose. If a woman trustee feels alienated or apart from her board, she should take the initiative to rectify the situation. As a former board chairman, I feel that a woman (as well as a man) is recognized for the contributions she or he makes, not only on community college boards, but in all activities of life." The 30% of respondents making written comments taking exception with special programs for women trustees were most forceful in their statements. They definitely could not relate to respondents expressing the need for specially designed programs for women.

Considering the 57% of respondents making written comments in support of special efforts on behalf of women trustees, it is interesting to assess the statistics relating to the self-perceptions of all respondents to the questionnaire (including those not offering written comments). The perception that, as individuals, they had input to and impact on board decision making was overwhelmingly positive.

In response to the question, "Is your input valued as much as that of other trustees?", 76% said, "Yes, often"; 16% said, "Yes, occasionally," and only 8% responded, "No, not often," or "Not sure." Similarly, when asked, "Do you feel you are contributing to the key decisions of the board as much as other trustees?", 88% responded in the affirmative while only 6% said, "No" and 6% declared they were not sure.

To test the validity of the perceptions of the responses to the women's questionnaire, an abbreviated survey was mailed to a random sample of community college presidents and a random sample of male board chairmen. The 79% return from presidents and the 47% return from male board chairmen directly support the outcomes of the women's questionnaire. In fact, in response to the second question, an overwhelming 95% of the presidents felt that women trustees are making contributions in key decision making.

There would seem to be a dichotomy between perceptions of need and actual need. Since only 38% of the respondents made written comments, it might be reasonable to assume that primarily those women feeling very strongly one way or another took the time to write out remarks. It might be further assumed that the 57% written comments in support of special consideration for women trustees were made by women who, although comfortable and respected in their roles as board members, were also aware of the serious problems that do exist for many women board members.

Several of these problems surfaced through the questionnaire. One deals with numbers, an imbalance in the number of women on community college boards of trustees when compared to the percentage of women students on community college campuses.

Campus % Count	**%**
less than 40% women	2%
40 - 49% women	8%
50 - 59% women	61%
60 - 69% women	27%
70 - 76% women	2%
	100%

These tabulations indicate that 90% of the responding colleges have 50 - 76% women on their campuses. Even when the overlap which results from an anonymous questionnaire where an absolute college control is unavailable is considered, it is obvious that the percentage of women on many community college campuses is most likely significantly greater than 60%. This observation is supported by the independent random surveys of community college presidents and male board chairmen. Yet the representation of women on community college boards of trustees is only 31.5%. It would seem that representation on governing boards is lagging behind the female student population.

In developing a profile of the female community college trustee, the following statistics emerged:

Age Range	%
under 30	2%
30 - 39	10%
40 - 49	26%
50 - 59	34%
60 - over	28%
	100%

Highest Level of Education Achieved	%
High School Diploma	4%
Associate Degree	4%
Some College Work	15%
Bachelor's Degree	21%
Some Graduate Work	19%
Masters or Ph.D.	37%
	100%

Years served on board	%
less than 3	33%
4 - 6	30%
7 - 9	19%
10 - 12	11%
13 - 15	3%
16 - 18	3%
19 - 21	1%
22 - 29	—
	100%

Primary Present Activity	%
Employed Full Time	46%
Employed Part Time	9%
Unemployed, Seeking Employment	1%
Continuing Education at a Higher Level	2%
Homemanager	27%
Other	15%
	100%

Political Party Affiliation	%
Republican	41%
Democrat	51%
Other	8%
	100%

Political Ideology	%
Conservative	22%
Moderate	58%
Liberal	19%
Other	1%
	100%

Ethnic Racial Background	%
Afro-American Negro	8%
North American Indian	1%
Caucasian	87%
Oriental	0%
Spanish Surnamed, Hispanic	1%
Other	3%
	100%

Using additional information from the surveys in conjunction with the above findings, the following profile of a woman community college trustee emerges.

She is a 50-year or older caucasian, on her board for six or less years, whose education level includes a Master's or Ph.D. degree or at least some graduate work. She is employed full time in business related employment and is a moderate Democrat. She has a shared responsibility for the income supporting the household, but does not have the primary home management responsibility for children living in the household. She is very busy in other community volunteer activities as indicated by a 92% positive response. An

82% negative response indicates that she most likely is not an alumnus of her college. She was recruited to serve as a trustee and attended an orientation which was presented by the president or a combination of board and administrators. Her motives for agreeing to serve were primarily an interest in education and a desire to serve a valuable community service. She feels valued as a trustee and feels that she contributes to key decision making. She is certain that the other board members would elect or reelect a woman as chairperson within the next five years. She feels positively about her board's involvement in its affirmative action plan and is satisfied with her institution's efforts to recruit and employ qualified women and minority applicants. She has mixed feelings with respect to situations where she must travel with male board members to out-of-town meetings as shown by the 51% uncomfortable, 49% comfortable response. She reads both the ACCT *ADVISOR* and the *ACCT-O-LINE* and finds them useful in her role as a board member.

Turning from the statistical profile to "real" trustees, many different directions of involvement are uncovered. A part of this study included telephone interviews with eleven dynamic, outstanding women trustees from across the country. They were selected because of their major accomplishments on behalf of community colleges at all levels, but particularly at state, national and international levels. They serve as role models, mentors, and especially as the nucleus for an "Old Girl's" community college network. Several of the written comments referred to competing with the "Old Boy's Network." From Maryland, "For women I think the need for good skills as a trustee need to be emphasized, how to break into the 'Old Boy's Network'." From California, "Women need help in recognizing they must support each other, not always compete." From Oregon, "We need to help women combat the 'Good Old Boy Syndrome' with a planned concerted effort! Let's be the plan writers and get on with this task." From Wisconsin, "Show us how to obtain decisions based on concrete facts rather than 'politics';—how to deal with the 'Old Boy's Network'."

Natasha Josefowitz states, "It is my hope that as more women accede to positions of power, they will remember those in low paying dead end jobs and be committed to changing the lot of all who still experience discrimination. The women who have made it to the top have the privilege and the responsibility to create opportunities for others." (preface) This is another business-related principle which could serve women community college trustees well. It is also a concept which the following women both support and, more importantly, practice.

Lois Carson, Executive Director of the Department of Community Action for Riverside County, California, has shown a mettle in her achievements that many men ensconced in the "Old Boy's Network" would find awesome. Her efforts range from founding and organizing a Status of Women's Commission for San Bernardino, to organizing an Indian Center for urban Indians, to organizing low-income single parent females into *Women Against Poverty*, to chairing a Martin Luther King Statue Committee. As a member of the board of trustees for San Bernardino Community College District, she served on the ACCT Board of Directors and was a founder of the ACCT Minority Affairs Assembly. Her numerous awards include the prestigious National Council of Negro Women "Woman of the Year," the Inland Chapter, ASPA "Public Administrator," and the League of Women Voter's "Woman of Achievement." Her extensive travels include four memorable trips to Africa, one where she was one of six women funded by the State Department to represent the United States. She was also the guest of the Union of Togolese Women and the Federation of Senegalese Women. She was invited to serve Nigeria as education consultant on another trip.

Anne Bushnell, a member of the board of trustees and the foundation board of Ulster County Community College, New York, states, "My interests seem to be community oriented rather than career oriented. If I am asked my occupation I usually say 'professional volunteer.' It is a full time job for me." As one of the more highly respected trustees in the State of New York, Anne has served as President of the Association of Boards of Trustees of the Community Colleges of the State University of New York as well as serving as the representative to the State University board of trustees. The pride her state holds for her could not have been demonstrated more clearly than it was by the overwhelming turn-out of New York trustees at the 1984 ACCT Northeast Regional Seminar to be present when Anne received the "ACCT Northeast Region Trustee Leadership Award."

Sandra Featherman has made her mark in the State of Pennsylvania. Her Ph.D. from the University of Pennsylvania in City and Regional Planning led to her current position as Director of the Public Administration Program for Temple University. Her major fields of interest include ethnic voting behavior, public policy analysis, and women and politics. Her many publications include "Ethnicity and Ethnic Candidates: Vote Advantages in Local Elections", "The Future of Public Education in Philadelphia," "Jewish Politics in Philadelphia from 1920 to 1940," and "Why the Median-Income Family Can't Afford the Median Price House." Sandra, who is listed in *Who's Who in the World* and *Who's Who of American Women*, is producer and host of a weekly radio show, "Philadelphia Futures: a Look at our Schools." Chairperson of the board of trustees of the Community College of Philadelphia, Sandra is most respected for the role she played in organizing and becoming the Founding President of the Pennsylvania Federation of Community College Trustees.

A member of the Lincoln Land Community College board of trustees, Illinois, Judy Madonia has distinguished herself in the role of trustee serving as a legislative activist. As Chairman of the ACCT/AACJC Joint Commission on Federal Relations she has masterminded the increasingly successful annual National Legislative Seminars which have had great impact on Federal responsiveness to community college concerns. Elected from a fourteen county area to Lincoln Land Community College board of trustees, she has served as a Director on the ACCT Board and the AACJC Board, and as President of the Illinois Community College Trustees Association. Her many activities on behalf of education earned her an appointment to the Presidential Advisory Panel on Financing Elementary and Secondary Education. Senator Percy appointed her to the Military Academy Selection Board. Her great visibility in the political arena led to her appointment by the Mayor and City Council to the position of City Treasurer for Springfield, Illinois.

Margaret (Peg) Mactavish brings some very special qualities to her role as trustee at Oakland Community College, Michigan. She is an administrator at Macomb Community College and therefore very sensitive to qualities of leadership and the responsibilities of administration.

Peg has been a major force in promoting the upward mobility of women in community college administration. She was on the executive board, as Treasurer, of the American Association of Women in Community and Junior Colleges at the time the Leader's For the 80's Project was initiated. She subsequently coordinated the local arrangements for the Detroit workshop in 1981, and began making presentations at workshops in 1983. She has presented workshops on Management Theory and Leadership Style, Collective Bargaining and Personnel Administration, and Organizational Transformation and the Change Agent Role (her favorite).

Her involvement in a Doctoral Program at the University of Michigan has given her the opportunity to interact with other women interested in upward mobility in the administration of education. Her dialogues with other students and professional colleagues around the state led to the idea for a "Connections Conference" which will offer: Professional, organizational and personal "connections"—how to use them to increase access to influence, enlarge opportunities, and enhance professional development. The conference represents a dimension beyond networking which allows existing organizations to maintain their independent identity while learning about each other's agendas and capitalizing on each other's unique strengths.

In her unique position as community college trustee and administrator Peg was consulted by a State Task Force which was assigned to review the management and governance of another community college following an unfortunate series of events which culminated in a call for a full investigation of the college's management. Her input in this assignment was sought and reflects the extent of her "behind the scenes" involvement which she has in many areas. Peg states, "I think this may be indicative of many women who work very quietly, but very persistently, in the pursuit of enhancement of the community college mission."

Marlene Johnson, a new trustee at Milwaukee Area Technical College as of September, 1984, was an adult student, just over 40, when she entered MATC back in 1976. Her very positive experiences at MATC gave her the confidence and courage to enroll at the University of Wisconsin where she earned her B.S. in Community Education. Although a neophyte, Marlene's interest in politics and confidence in self led to her election to the Milwaukee Common Council as Alderman on her first try for public office in 1980. She has been able, since then, with the help of the Black Women's Network and the Secretary of the Election Commission, to redraw the City's aldermanic districts to include more minority representation. Her Council responsibilities include serving on the Council's Judiciary and Legislative Committee. Despite her heavy Council schedule, Marlene finds time for several community activities including the NAACP, the Symphony Women's League, the Democratic Party and the Black Women's Network.

"I have taught convicts in the Oregon State Penitentiary, American servicemen in England and minorities in the Teachers Corps." This is a small part of the past of Charlene Curry, trustee at Lane Community College, Oregon. Charlene's Ph.D. from the University of Oregon is in Foundations and Sociology. She served on the ACCT Board of Directors and as Pacific Region Chairman. But what is most important about Charlene is what people have to say about her, and what she has to say about community colleges and the people they best serve.

Jim Gardner, State Senator, writes, "...Ms. Curry enjoys universal respect in the Legislature based upon her well-deserved reputation for hard work, careful preparations and meticulous attention to detail." Charlene served as a juror under presiding Circuit Court Judge, James Hargreaves and was so impressed with his use of and respect for the bench that when her jury duty was finished she volunteered to work on his upcoming contested campaign. Judge Hargreaves writes, "...She pushed, pulled and dragged me from one end of Lane County and back again, introducing me to every local newspaper editor and opinion maker she knew. Her boundless energy, seemingly endless list of friends and political contacts, her organizational and political skills and charming ways were primarily responsible for my being elected by an overwhelming margin."

Charlene's efforts on behalf of community colleges are equally boundless. She writes, "My work in mental health (drug and alcohol

abuse programs) has made me aware of the genius of and the effective, practical approach of community colleges for risk populations."

"What began somewhat altruistically and from a sense of duty has grown into a 'true joy,' an experience I treasure," states Barbara Lupfer in a newspaper article in *La Femme*, Central Florida woman's newspaper. She was commenting on her role and responsibilities as a trustee on the Valencia Community College District board. She was appointed to her post in 1974 by Governor Reuben Askew and now is serving her third five year term. Barbara's first encounter with VCC was through the Center for Continuing Education for Women. She was amazed to find a program so supportive of women, and with her usual enthusiasm for becoming involved in activities which she feels greatly benefit her community she accepted the challenge of becoming a member of the CCEW board. This same motivation spurred her into seeking her position on the Valencia Community College board. She became even more determined to become a trustee when one of the men she contacted for help, an attorney, asked, "Tell me, Barbara, have you talked with your husband about this? What does he think about it?"

The State of Florida has benefited from Barbara's leadership. She has served as Chair for the Trustees Commission of the Florida Association of Community Colleges and as ACCT Chair for Florida. But the real highlight of her career as a trustee was an invitation, June, 1984, to be the commencement speaker at a local high school. Her pleasure was especially increased by the fact that her younger son was a member of the graduating class.

Frances Holland, a trustee at the Community College of Allegheny County, Pennsylvania, is, at age seventy, still seeking new and more demanding challenges. In addition to her employment as Chairman of the Allegheny County Civil Service Commission, she is actively participating on nine community or education boards, including the national ACCT Board of Directors and the Pittsburgh Mayor's Task Force for Women in Renaissance II. She testified in support of 7,000 community college trustees before the Science, Research and Technology Committee of the U.S. House of Representatives in behalf of HB 1310. Described as self-motivated and possessing a high energy level, Frances earned her Ph.D in the Administration of Higher Education over a 16-year period, clearly demonstrating her persistence and determination.

Veronica Kerr, past chair of the board of governors of Conestoga College of Applied Arts & Technology, Ontario, Canada, has been a major contributor to the successes of ACCT through her service on its Board of Directors. Known as the "Canadian Connection," she added an immeasurable dimension and perspective to the Boards' deliberations and decision-making. Her leadership skills earned her the position of President of the Association of Colleges of Applied Arts and Technology of Ontario. Vice-Chairman of the Canadian Federation of University Women, Veronica has always been a part of a very large network of achieving women.

Winner of ACCT's 1984 "M. Dale Ensign Community College Leadership Award." Pattie Powell, trustee for Dallas County Community College District, Texas, left a legacy of accomplishments when she went off the ACCT Board of Directors. In the legislative area she is a tiger and in her role as ACCT Federal Relations Committee Chair she offered considerable significant testimony before Congress. Pattie has assumed a highly visible leadership role on appropriate national and state committees which seek to influence legislation. She was one of two community college presenters at two 1983 White House Conferences on Productivity. She served on the Educational Task Force to the People's Republic of

China, an initiative sponsored by the U.S. Department of State.

Pattie Powell is a long time champion of education. As she puts it, "With six kids, who wouldn't be interested in education?" One of Pattie's favorite projects is the Keeping America Working Program. She writes, "KAW has been more meaningful to me because of my own interaction with business, finance and the energy world." She goes on to say, "We all are products of our pasts and our todays. We surely have some part in helping to shape our tomorrow."

The above eleven women, who serve as outstanding role models, are but a token sample of the hundreds of accomplished, achievement oriented women trustees whose institutions are members of ACCT. They prove irrefutably that despite existing problems, women have made significant inroads in power and influence on community college boards. Women trustees increasingly seek out programs which will improve their effectiveness on their boards. A case in point is the unprecedented success of the White House Briefing for "Women in Policy Making and Administrative Positions" which was held in conjunction with the 1984 ACCT Legislative Seminar. The limited 175 places were very quickly reserved, leaving many women disappointed that they could not attend.

My interviews with the above remarkable women trustees confirm that the influence of women trustees is greatly increasing, that the credibility gap is closing. An effective community college board of trustees is a living thing, it is its people. People are the pulse of the board. Through people a board has life, purpose, spirit and character. But most important, an effective board practices shared commitment to college mission and goals. People, women *and* men, working together can do almost anything.

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A Message To New Trustees: Trustee/President Relationships

James R. Richburg, President
Chipola Junior College
Marianna, Florida

Congratulations! You have been selected to join a prestigious board in your local community. Your appointment or election represents the confidence of the appointing authority or the electorate, it provides opportunities for you to serve a college which is making major contributions in your community, and it provides opportunities for you to become a part of a true American innovation in higher education—the community college.

You will never be accused of being on the board for the money, for the board position is unpaid. Now that's not the only reason its prestigious! Its long on prestige and short on pay!

A major reason that your board is prestigious is that it will conduct its business in a professional manner. You will find the college staff interested in your comments, thoughts, and actions and committed to pleasing you and your fellow board members.

Your fellow board members represent the finest people of the community. Your board will hold regular meetings and once each year the board will organize itself by electing a chairman and vice chairman and establishing a meeting schedule for the year.

On many boards, one of your board colleagues is an ex officio member who is also the chief executive officer of the college: the college president. The president also often serves as the board secretary. The president is the college official that you directly employ, evaluate, and support. You will have both an individual and a corporate relationship with the president.

You are a person of influence who can impact decisions in the political arena to help the college. A major contribution that a trustee makes is influencing legislators and the governor. As a trustee and a lay person, you will have greater creditability in the political arena than will professional educators. I have watched carefully how a legislator is more responsive to a trustee than to a college employee. You are perceived as serving out of a public interest; whereas, an employee is perceived as serving out of self-interest. So please, when your president calls upon you for legislative assistance, know that you can make a valuable contribution and respond affirmatively.

You have an opportunity to serve a college that is making tremendous contributions in your local area. I predict as you become aware of the involvement of your college in your community, you will marvel at the diversity and depth of its service. For example, your college may be conducting specialized training programs for new industries, existing industries, and state agencies. Special services such as assisting welfare recipients and the unemployed through participation in the Job Training Partnership Act program (JTPA) and health and rehabilitation services program may be occurring.

Summer camps for gifted high school students in computer technology, music, the arts and other fields may be occurring on the college campus. Coping seminars for divorced, widowed, incarcerated, and drug dependent individuals may also be offered.

All community colleges offer the junior college curriculum for transfer to universities. Fourteen of the twenty-eight Florida community colleges are area vocational/technical schools providing vocational opportunities for area citizens. Many are also adult high schools.

You will find community college staff active in community organizations such as civic clubs, the Chamber of Commerce, church, and public school activities. I predict you will like the employees, for they are people oriented and committed to service in the community.

You are now a part of America's contribution to higher education: the community college. The community college mission is student centered and community based. As trustees you will interpret the mission to the community and make decisions about programs in terms of the college mission. We try to be all things to all people but only within the priorities of resources and quality. I predict you will find decision making among priorities the most exciting and demanding part of your service on community college boards.

Relationship with the College President

Let's discuss the relationship among the trustees and the president and between the trustee and the president.

When you deal with a president as a total board you are in a corporate or group environment. You are dealing with a colleague who is often an ex officio member of the board, the board secretary and the chief executive officer all wrapped up into one. Your board involvement will be in the area of policy making. Once the policy is made, the president's responsibility is to implement the policy or to administer the policy. Therefore, we come to the famous and mandatory dictum for all new trustees involved in trustee training: the board's job is to make policy and the president's job is to administer policy.

Making and administering policy, while separate functions, are still inter-related. For example, the president in the job as administrator becomes aware of policy needs. He then develops and recommends policy to the board. The board actually adopts the policy, but the president has been involved in policy making. In actuality many individuals have probably been involved through the governance committee structure of the college. The board is the final and highest level of authority in the policy making process. A curriculum committee and/or a college council may have helped develop the policy, but it is only after formal board adoption that it becomes the rule of the institution.

Administration is a little easier to define than policy making but yet it too can become complicated. Whereas the board adopts policy it is also interested in how the policy is administered. So you will find that presidents describe to boards how they will administer policies. If the board is not satisfied, the president can modify his administrative practices to coincide with board expectations. The board-presidential relationship should be formal to the extent that all statutes, laws, rules, and regulations are met. In Florida, the legal responsibilities of the college president occupy six single spaced, typed pages. These responsibilities are defined in law and in rule. The president will carefully adhere to the Sunshine Act, Administrative Procedures Act, and state board rules to protect the college board, its staff, and the institution.

In summary, the corporate relationship with the board is formal and governed by the dictum of policy making and administration being separate activities. The board has the responsibility of policy making and the president the responsibility of administration.

A second and equally important element of the relationship between the president and the trustees is the relationship between the president and the individual trustee.

As a division chairman, dean, and later vice president in community colleges, my reference point in college administration was my immediate supervisor and the community college president. As a community college president my reference point is the district board of trustees. Administrators and faculty of colleges oftentimes think in terms of what will satisfy or please the college president. The reference point for that same question by presidents is the district board of trustees. The district board of trustees may exist as an abstraction in the decision making process for the faculty member or the administrator. However, for the president there is no abstraction about the board. There is a clear understanding of the reality of board authority and its role in presidential decision making.

Consequently, individuals on the board take on special meaning for individual college presidents. There are some decisions, problems, and concerns that presidents have that can only be discussed with individual trustees. Perhaps due to the nature of the college presidency there is a limit as to sharing dreams, aspirations, or problems with subordinate administrators or faculty. Consequently, the president oftentimes turns to individual trustees to share frustrations, problems, or for friendship.

I view these relationships as important as the corporate relationship that the president has with the board. It is in these individual relationships that the college president is able to discuss in great detail with individual trustees the needs of the community and the ability of the college to respond to these needs. Individual relationships also provide the opportunity for trustees to know that the president is not "all knowing" and that he or she needs help in reaching some hard decisions. These individual relationships can foster good decision making in the corporate environment when the trustee acts as a member of the board.

You should note that in discussing relationships I am not talking about the president trying to influence a trustee for a particular decision or on a particular issue. Rather I am talking about a broader based relationship where the president can freely discuss and explore issues with the trustee.

In summary, trustee-president relationships will occur in a group environment, the corporate environment and on an individual level.

Advice to New Trustees—
A Few Do's and Don'ts

The following "do's" and "don'ts" list is presented for discussion purposes and may be helpful to you as you begin your experience as a trustee.

1. **Do** take time to learn about the community college. The history of the college is important in understanding its present program structure and the mission of the institution.

Don't hesitate to ask questions of the college president and of other trustees at board meetings.

2. **Do** attend all meetings of the trustees after carefully reading and studying your agenda.

Don't make the mistake of assuming that a polished agenda necessarily always means that adequate staff work has taken place in preparing the recommendations.

3. **Do** question recommendations to the point of ascertaining the adequate planning and staff work has been done to support the recommendation.

Don't frame your questions antagonistically or in an adverse manner. Too many people will hear adversarial questions as dissent on the board and the various constituents of the college and the community may misuse that question or comment.

4. **Do** attend regional, state, and national training sessions. Participate in the Association of Community College Trustees and your state trustee association.

Don't begin a cycle of being too busy to become an involved, well informed trustee.

5. **Do** become involved legislatively in promoting the community college.

Don't assume that your impact is minimal. It is major in the legislative process.

6. **Do** restrict your involvement in the community college to the policy making role.

Don't turn your trusteeship into a quasi-administrative job.

7. **Do** listen to individuals in the community concerning their suggestions about the college.

Don't become involved with constituent groups within the college that negatively impact the established governance system.

8. **Do** involve yourself in the long-range planning of the college and the establishment of goals for the institution.

Don't allow short-term interests to compromise the long-term good for the college.

9. **Do** speak positively and in support of the community college and its programs in the community.

Don't carry stories of "woe" or "wash the college's dirty linen in the community." Remember you have the highest status of anyone associated with the college. What you say will be heard and will be quoted.

10. **Do** support, encourage, and reward your college president. You as an individual trustee and as a member of the corporate board are key reference points in your president's life.

Don't allow misinformation, hurt feelings, or small dissatisfactions to grow into major issues. Work informally and cooperately with your president and fellow board members to resolve differences.

Once again, I congratulate you on your appointment or election to your district board of trustees. You are a person of prestige and status in the community college movement. And finally, thank you for agreeing to serve. We need people of your caliber, intelligence, and commitment in the community college movement.

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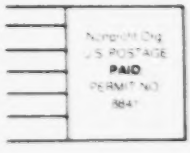

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